The Inaugural addresses of the Mayors of Boston

Boston (Mass.). Mayor

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INAUGURAL ADDRESS

OF

THOMAS N. HART,

MAYOR OF BOSTON,

TO

THE CITY COUNCIL,

JANUARY 6, 1890.

BOSTON:
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1890.

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Hon. Thomas N. Hart,
Mayor of Boston.

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INAUGURAL ADDRESS.

Gentlemen of the City Council:—

The circumstances under which we begin the City Government of 1890 place upon us unusual responsibilities. Unless I misjudge public opinion, we shall be watched more closely than were our predecessors. The voters and taxpayers of Boston, it seems to me, are not in the mood to be satisfied with mere routine work; they insist that their Government shall be not only efficient and pure, but also progressive in the right direction.

Public servants of experience are apt to take a despondent view of public opinion. But the public is not intentionally unjust, and it is not ungenerous. It is not infallible, but naturally prefers to judge its Government liberally. It is ready to forgive errors of judgment; it will not condone breaches of good faith, nor a violation of public duty.

The year 1890 will not be a happy one in the annals of the City Government, unless it marks a generally-increased efficiency in our legislative

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and executive departments. The opinion that the City Government will surely be more efficient when larger sums of money are taxed upon the people, appropriated by the City Council, and expended by the Executive Department, is not justified. We have the means to satisfy the real needs of the community, provided the money is expended with the best judgment. This judgment must begin in the appropriations made by the City Council, and must be continued in every executive branch returning to the people a fair equivalent of what they have paid in taxes.

However the Executive Department may be separated from the Legislature of the City, you shall have free access to all the acts of the Administration in all its branches. No executive branch will have any secrets. Should the City Council, or either of its branches, or any member of either, desire information upon any of the Executive Departments, a request duly presented to the Mayor's office will be honored in preference to ordinary business. On the other hand, I am bound to confess that the Departments are not required to act upon all suggestions that may reach them from the members of the City Council, or even from its committees.

Of your special duties, Gentlemen of the City

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Council, I entertain the highest conception. Within the laws of the Commonwealth you are to make the Ordinances and Regulations by which the people of this great City are to be governed. In the nature of things you cannot legislate for the sole benefit of your Ward or District; you belong to the whole City, and your service concerns the entire population. If you take a narrower view of your calling, you condemn yourselves to inefficiency and a corresponding loss of popularity and power.

You will shortly be called upon to make the annual appropriations, and it will be impossible for any Executive Department to exceed the amount you may have supplied. Wherever a trial of strength has been risked between the several branches of a government, that division has ever triumphed which held the purse-strings. Your power, therefore, is very great; and your responsibility is measured by your power.

I shall immediately submit for your information a series of Department reports, giving an account for the year just closed, stating the sums available in each Department, and making certain recommendations. I do not fully concur in these latter, but all are entitled to your attention and action.

The number of our Election Precincts is need-

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lessly large, and may be reduced without disadvantage, and with a saving of expenses. The recommendation that the number of Election Officers — now twelve to every Precinct — be reduced to eight, is founded in experience and reason; but their number is prescribed by the laws of the Commonwealth, and cannot properly come before us for decision.

The Law Department alludes to a revision of the Ordinances upon which the City Solicitor has been engaged. I commend his work to your immediate attention and early adoption. The excellence of this work leads me to suggest that you authorise the Law Department to compile, for your own benefit and for the convenience of the public, a complete collection of all laws relating to the City, with such annotations and additions as the Law Department may think proper. It is desirable also that each Executive Department publish, in pamphlet form, all Acts, Ordinances, Regulations, and Rules it is specially pledged to administer. We have had a government of men and committees; we should establish a government of written law administered by competent men in the public interest only.

The Paving and the Health Department have done their work efficiently; they have expended their appropriations judiciously and with a scru-

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pulous regard for the wishes of the people. Meanwhile the public are not satisfied, and our streets are regarded by some persons as ill-paved, ill-swept, and unsatisfactory. The Administration is not charged with waste or incompetence; the public complain that larger sums are not appropriated and expended for paving, asphalting, macadamising, and sweeping the streets. In other words, the public complain that we want $2,500,000 for putting our streets in good condition, and an additional $100,000 a year for sweeping and general cleanliness. Yet ever since the Act of 1885 the City has expended every dollar it could obtain by taxes or loans, a fair proportion being allowed to the Paving and Health Departments, and properly expended. I recommend that the City Council appoint special Committees to consider the two subjects of paving and sweeping our streets, these Committees to report what steps ought to be taken, beyond those taken by the Executive, in order to give the public what is so persistently demanded. The Superintendent of Health asks for $80,000 to meet the public demand, and the Superintendent of Streets suggests that his Department receive $500,000 for new work alone.

The conveyance of prisoners from the several

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station-houses to the Court-House and to the boat should be transferred, without further delay, from the Superintendent of Health to the Board of Police.

The Superintendent of Lamps asks for an Ordinance prohibiting the erection of posts in the street within ten feet of a public lamp-post. This recommendation is reasonable, and should be acted upon.

The City Engineer reports four bridges as dangerous, among them the Berkeley-Street and the Federal-Street bridge. This subject is very urgent. It will be criminal to postpone action in the premises.

The Bridge Department, the Registrars of Voters, the Public Library, the Inspector or Buildings, the Superintendent of the Common, the Commissioners of Public Institutions, and the Armories, require a slight allowance each, and are commended to your attention. The Board of Police will need the full appropriation, a part of which has been transferred to other objects. The recommendations made by the Directors of the East-Boston Ferries should be acted upon by the City Council. It may not be possible to appropriate $500,000 for their purposes; but the Ferries are in need of greater security and efficiency.

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The Superintendent of Printing has clerical power only. He should have the authority of making all contracts for his Department; he should control the distribution of stationery and similar supplies; and the distribution of public documents should be placed under his charge after the City Council has reserved for its own pleasure a suitable number of executive and kindred documents.

The sewers of the City are not in a satisfactory condition, the sums required for a reasonably good system of sewerage not having been available. The subject is important, as defective sewers threaten us with an epidemic and an even higher rate of mortality than that reported by the Board of Health. This annual rate exceeds twenty-four per thousand inhabitants; it should not exceed two per cent.

The fire on Thanksgiving day calls for certain changes in our building-laws. Should the City Council grant the necessary authority, I shall be glad to appoint a Commission for a general enquiry into this subject together with that of electric wires and appliances.

The City Hospital is commended to your special attention and prudent liberality.

The City should have the authority to lay out and establish the grade of streets through-

out our territory. We permit private streets and places to be built upon under conditions not unlike those of the Church-Street and other districts which had to be raised at a great public expense.

The opportunity for widening Bedford Street and, perhaps, Chauncy Street, should not be lost. We may now do, at a moderate expense, what later on will cost millions. The City Government should act immediately, for the reason that building permits are about to be issued to the owners of the estates.

Our school-houses are in need of sanitary improvement; and further steps remain to be taken to establish manual training as a part of our Public-School education. We should co-operate with the School Committee in making our schools the best and the most practical in the United States.

As to the consolidation of certain administrative Departments, I renew my recommendations of last year, and desire to express general concurrence in the able Committee report upon that subject made by Mr. Alderman Wilson.

For the Eleventh National Census, to be taken this year, I bespeak the hearty confidence and co-operation of all citizens, especially business men, and I recommend that all its data refer-

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ring to Boston be secured in advance, for the earliest possible use of the City Government and the public.

The National Encampment of the Grand Army, which is to be held in Boston, will probably be the largest gathering of Union Veterans ever assembled in New England. I recommend a liberal appropriation for this purpose, in order to show that Boston is not only hospitable and loyal, but ever grateful to the men who fought for the Union. The City, the Commonwealth, and the people ought to co-operate in making the Encampment worthy of Boston, Massachusetts, and the assembled Veterans.

Elaborate financial statements will be submitted to you from the Collector, the Auditor, the Treasurer, and the Water Department. They show how the revenue of the City has been obtained, and how it has been expended. I regret to say that the tax and debt limitation Act of April 17, 1885, has not produced the result its friends expected. Since that Act was passed, the Commonwealth has authorised loans amounting to $8,900,000 outside the debt limit. Within the limit practically every dollar has been borrowed, the result being the largest debt, both gross and net, as well as the largest interest and sinking-fund burden, in our whole history as a City. This

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state of affairs has been inherited by the present Administration, and is likely to continue in 1890. The low taxes are due to the Act of 1885, and our large indebtedness has been increased in strict compliance with the Special Acts, and in part by order, of the Commonwealth. Even the most conservative members of the City Government have been willing, not to say anxious, to borrow as far as the law allows.

The City Government is practically helpless in the premises. We cannot tax the people beyond the limit laid down by law. Yet the wants and demands of the people beyond that limit are imperative. My predecessor in office approved the tax limit most emphatically, but thought the debt limit too low. I cannot conscientiously deviate from the views expressed in my first inaugural address.

For obvious reasons the taxpayers, except those especially informed, appear to favor the very low tax-rate of the past five years, and might view a change with disfavor. In order to settle this point, I trust that a paid Commission will be authorised by the City Government to ascertain the good and bad effects of the present laws, both here and elsewhere, and to make such recommendations as will be proper, and in reasonable harmony with public opinion.

For the Executive has to carry out the wish of the people as expressed in the public laws. I may state, however, that, in my opinion, a policy of low taxes and large debts is wrong and unfortunate; that all our current expenses should be paid out of current taxes; and that the Government of Boston is confronted by the alternative of either reducing expenses all round, the Public Library and the Public Schools included, or a change in our fiscal policy which means higher taxes. In other words, Shall Boston become a second-rate City, or shall we make it the best-governed, the best-appointed, and the most beautiful City in the United States? It is for the people, the taxpayers, the voters to choose. It is for the City Government to carry the vote of the people into effect.

While I do not approve the near-sighted policy of low taxes and large debts, I do not hesitate to add that this policy has not as yet worked disastrously. The Assessors value the real property owned by the City at $64,042,700. To this should be added a vast amount of personal property, including $22,789,195.93 in the sinking funds, and other cash amounting to $4,400,651.82 with which the Treasurer began the current calendar year. A corporation with such assets need not, perhaps, dread the net debt of $28,321,788.06 with which

we began this year. In the past five years this debt has increased $3,555,723.79 — an amount represented in the appropriations for the new Public Library building, the new Court-House, and the Harvard Bridge, none of which are as yet in use by the people. We have expended for —

Public Parks	$5,718,957 84
The New Public Library Building .	692,605 43
The New Court-House	2,473,166 97
Main Drainage Works	5,419,251 74
Water-Works	22,129,255 19
A total of	$36,433,237 17

These are vast sums, but we are receiving an equivalent, or expect to receive it shortly. And as long as the City increases, both in population and wealth, our expenses should increase. Even our running expenses will increase greatly in merely maintaining the great public works just named. Our expenses should diminish when we are ready for a decline, when we no longer demand the best, and when Boston is too economical for the latest and most costly improvements. God forbid that this day should dawn while we or our children are among the living.

APPENDIX.

ARCHITECT'S DEPARTMENT.

City Architect's Office, December 28, 1889.

Hon. Thomas N. Hart, *Mayor.*

Sir: — The actual work done by this Department during the calendar year 1889 is as follows: —

The Roxbury High School, Warren street; Out-Patients' Building, City Hospital, Harrison avenue; Grammar School, H and Fifth streets, South Boston; Horace Mann School, Newbury street; Athletic Building, Charles River Park; Biological Laboratory, Chestnut Hill; Water Tank Cover, Orient Heights, Ward 1; Police Department Patrol Wagon House, Division 7; Police Department Patrol Wagon House, Division 11; Brick Stable, 110 by 40 feet, for the Water Board, Albany street; Machine Shop, 215 by 40 feet, for the Water Board, Albany street; Pierce School, 12 rooms, Washington street, Ward 24; Six-room school, Bow and Wyman streets, Ward 23; Four-room school, Harold and Homestead streets, Ward 21; Eight-room school, Leyden street, Ward 1; Ten-room school, Sumner and Lamson streets, Ward 2; Eight-room school, Cumberland and St. Botolph streets, Ward 11; Stable for Sewer Department at Chestnut Hill; Stable and Engine House at Calf Pasture, for the Sewer Department.

The Roxbury High School on the first of June was up to grade, and no work going on. It has been since that time so

far completed as to be ready for the work of the iron roof. Part of the roof is now in position, and the contracts call for the work on the roof to be completed by April first. The temporary roof for this building is already in place, and the iron-work is to be built over it; meantime the work on the inside of the building will be pushed along through the winter months. Much delay was occasioned on this building in the early part of the year by the refusal of the Inspector of Buildings to approve the plans of my predecessors, on account of violations of both Statute Law and the City Ordinances, causing a large additional expense in fire-proofing and changing wood roof construction to iron. Strenuous efforts will be made by this Department to complete and turn over this building to the School Committee soon after the next summer vacation, so that the large amount of the City's money involved in its erection shall lie idle as short a time as possible.

The Out-Patients' Building at the City Hospital has been completed and turned over to the Trustees.

The Thomas N. Hart Grammar School, H and Fifth streets, South Boston, has been completed and turned over to the School Committee.

The Horace Mann School will be ready for the School Committee during the month of March, 1890. The work on this building has been pushed as rapidly as the state of the appropriation would permit. The inside finish of the building is being rapidly completed.

The Athletic Building, Charlesbank, has been completed and turned over to the Park Commissioners.

The Biological Laboratory at Chestnut Hill has been completed and turned over to the Water Board.

The Water Tank Cover at Orient Heights, Ward 1, is about

completed and will be turned over to the Water Board in a few days.

The Police Patrol Wagon Houses in both Divisions 7 and 11 are well under way and will be completed and turned over to the Police Department about March 20.

The Stable for the Water Board on Albany street is about completed, and will be turned over to the Water Board in January, 1890.

The Machine Shop on Albany street, for the Water Board, has been contracted for and will be pushed to completion as rapidly as the weather of the winter months will permit.

The plans for the Pierce School on Washington street, in Ward 24, have been approved by the School Committee, and the work on the foundations is almost complete and ready to be covered up.

The plans for the Schools on Bow and Wyman streets, Ward 23; Harold and Homestead streets, Ward 21; Leyden street, Ward 1; Sumner and Lamson streets, Ward 2; Cumberland and St. Botolph streets, Ward 11, are all in course of preparation, some of them being nearly completed.

The plans for the Stable for the Sewer Department at Chestnut Hill have been made and are awaiting orders from the Superintendent of Sewers, as are also the plans for the Stable and Engine house at Calf Pasture.

Some preliminary work has been done on the new Engine Houses and Central Fire Station for the Fire Department, which are proposed to be built the coming year.

The actual Expenses of the Department for the year, excluding the draft of January first, 1889, but including the draft of January first, 1890, have been $18,491.50, leaving an unexpended balance of $7,173.39, which by close economy will carry the Department to the end of the fiscal year.

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I might add that the original appropriation was $20,000. A special appropriation was made for the Department in the early part of the year to settle accounts which had run over from the year 1888. The original appropriation of $20,000 was some $3,000 short of what was appropriated the year previous, and the Department has done more work, as can be seen by a glance at the statement above, than it has for some years.

The number of persons at present employed by the Department is twenty-six.

Respectfully,

H. H. ATWOOD,

City Architect.

ASSESSMENT OF TAXES.

Assessors' Office, December 24, 1889.

To His Honor the Mayor.

Sir: — The valuation of the City as found by the Assessors as of the first day of May, 1889, was $795,433,744. The estimated amount of the real estate was $593,799,975, and of personal estate, $201,633,769. The gain in valuation over that determined by the assessment of 1888 was $30,786,700 on real, and $194,496 on personal property. The amounts of the several warrants for State, County, and City taxes, for the current and preceding year, were as follows: —

	1888.	1889.	Increase.	Decrease.	Increase.
State.....	$833,805 00	$759,518 29		$74,286 71	
County...	668,444 00	738,191 00	$69,747 00		
City.....	8,520,783 00	8,578,960 00	58,177 00		
	$10,023,032 00	$10,076,669 29			$53,637 29

The rate of taxation for 1888 and 1889 on each $1,000, the proportion for the several warrants, and the average rate of taxation for the whole State, as determined by the Tax Commissioner of the Commonwealth for the assessment of Massachusetts corporations, are shown as follows: —

	State.	County.	City.	Total.	Average of State.
1888..	$0.97	$0.74	$11.69	$13.40	$14.68
1889..	0.83	0.80	11.27	12.90	14.72

Of the City rate of $11.69 in 1888, $2.38 per $1,000 were required for public schools, and $9.31 per $1,000 raised the money expended from the tax levy for all other purposes. Of the rate of the current year, the schools require $2.47, leaving $8.80 per $1,000 of the total levy for other purposes. For the State tax of the present year, two warrants were received by the Assessors. The first was for the City's proportion of the State tax of $2,000,000. Its amount was $738,020. The second was for the sum of $21,498.29. It was issued by the Treasurer of the Commonwealth by authority of Section 7 of Chapter 384 of the Acts of the year 1888. This chapter provides that commissioners appointed by the Governor and Council shall acquire land in the City of Boston and other cities of the State, "by purchase or otherwise," and erect thereon armories for the volunteer militia. To meet the expense incurred, the State may issue four per cent. certificates of debt, which are sold as the Governor and Council shall order. To provide for the interest when due, and the principal at maturity, a sinking-fund is established. The amount required therefor, and the semi-annual interest on the outstanding

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certificates, is charged to the City where any armory is located, "and assessed upon it in the apportionment and assessment of its annual tax." As two lots of land have been taken in Boston, upon one of which a building has been erected, a considerable addition to the tax of the State may be expected in the future from the annual requisitions made upon the City under this act.

The Wards of Boston as they now exist were established in 1875. Their lines cannot be altered until 1895. The law requires that our assessment districts shall be within Ward lines. Some of our suburban Wards have grown to such an extent that it has become impossible to do the street-work of their districts in the time that can be given for that purpose. In 1887, Ward 24 (Dorchester), which since 1876 had consisted of two districts, was divided into three. The time has arrived when West Roxbury can no longer be properly canvassed with less than three assessment districts within the lines of Ward 23. The power to make such a change is given to the Board of Assessors by Chapter 115 of the Acts of 1889.

The actual expenses of the Department for the year 1889 were $108,883.26. The unexpended appropriation to meet the expenditures for the balance of the financial year amounts to $16,707.66, and is sufficient for that purpose.

The force employed in the Department at this season of the year is small. At present it consists of five Assessors and nine clerks.

Very respectfully, for the Board of Assessors,

THOMAS HILLS,
Chairman.

ASSESSORS' VALUATION.

BOSTON, January 1, 1890.

To His Honor the Mayor.

SIR: — I herewith transmit a statement of the Assessors' valuation for the preceding five years and of the abatements thereon allowed previous to the thirty-first day of December last, also the average of said valuations reduced by said abatements: —

	Assessors' Valuation.	Abatements to December 31, 1889.
1885	$685,579,072 20	$8,617,800 00
1886	710,621,335 32	7,561,300 00
1887	748,164,717 41	7,468,800 00
1888	765,353,648 39	6,772,700 00
1889	795,931,443 71	6,544,900 00
Total	$3,705,650,217 03	$36,965,500 00
Less abatements	36,965,500 00	
	$3,668,684,717 03	

Divided by 5 gives . . . 733,736,943 00 as the average of the Assessors' valuations for the past five years.

Respectfully submitted,

JOSHUA S. DUNCKLEE,

Secretary.

AUDITOR'S DEPARTMENT.

AUDITOR'S OFFICE, CITY HALL, December 31, 1889.

HON. THOMAS N. HART, *Mayor.*

SIR: —In answer to your circular letter of December 23, 1889, I would state —

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First: The amount of drafts drawn during the year 1889 have been as follows: —

	General Drafts.	Pay-roll Drafts.	Special Drafts.	Totals.
City Account:	$6,728,263 82	$6,509,601 22	$5,549,830 99	$18,787,696 03
County Account: Amount allowed and drawn for . .				1,258,568 15
				$20,046,264 18

Second: Total expense of this Department for 1889 . .	$24,270 35
Third: Balance of the appropriation for the year 1889-90, January 1, 1890	6,603 03

which will be sufficient for the financial year ending April 30, 1890.

Fourth: Total number of persons employed in this Department is twelve.

Very respectfully,

JAMES H. DODGE,

City Auditor.

THE CITY AND COUNTY DEBT.

Gross funded debt, December 31, 1888		$48,576,569 29
Add funded debt issued in 1889		3,784,000 00
		$52,360,569 29
Deduct funded debt paid in 1889		1,174,828 20
Gross debt, December 31, 1889		$51,185,741 09
Sinking-Funds, December 31, 1888 . .	$21,539,589 42	
Receipts during 1889	2,414,222 44	
	$23,953,811 86	
Payments during 1889	1,164,615 93	
	$22,789,195 93	
Bonds and mortgages, the payments of which are pledged to the payment of debt	74,757 10	
Total redemption means, December 31, 1889 . . .		22,863,953 03
Net debt, December 31, 1889		$28,321,788 06

Gross debt, December 31, 1889	$51,185,741 09
Gross debt, December 31, 1888	48,576,569 29
Increase	$2,609,171 80
Net debt, December 31, 1889	$28,321,788 06
Net debt, December 31, 1888	26,850,901 99
Increase	$1,470,886 07
City debt, including balance of debts assumed by acts of annexation	$32,424,467 11
County debt	2,446,000 00
Cochituate Water debt	15,476,273 98
Mystic Water debt	839,000 00
	$51,185,741 09

At the present time the assumed debts remaining unpaid are, on account of —

Charlestown City		$728,000 00,	bearing	6%
Mystic Water	$438,000 00		"	6%
" "	108,000 00		"	5%
" "	18,000 00		"	4%
" "	240,000 00		"	3½%
" "	35,000 00		"	3¼%
		839,000 00		
		$1,567,000 00		
West Roxbury		50,000 00	"	7%
		$1,617,000 00		

Borrowing Power.

Statement showing borrowing limit, December 31, 1889:

Total Debt, City and County, December 31, 1889 . .			$51,185,741 09
Less Special Loans		$3,650,000 00	
" Cochituate Water Debt . . .		15,476,273 98	
" Mystic Water Debt		839,000 00	
" County Debt exempt		1,600,000 00	
			21,565,273 98
			$29,620,467 11
Less Sinking-Funds		$22,789,195 93	
Cochituate Water Sinking-Fund	$5,285,456 37		
Mystic Water Sinking-Fund	754,926 05		
Park Construction Sinking-Fund . . .	169,077 08		
Special Loans Sinking-Fund	89,926 34		
County Sinking-Fund .	44,420 07		
		6,343,805 91	
			16,445,390 02
			$13,175,077 09
Add amount of Loan Order approved by Mayor December 24, 1889			1,037,000 00
			$14,212,077 09
2 % on $711,071,286, average valuation 5 years, less abatements			14,221,425 72
Right to borrow December 31, 1889			$9,348 63

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Gross Debt and Debt Requirements.

Year.	Debt upon which interest was paid.	Interest		Sinking-Funds	
		Paid from Taxes other than Water.	Paid from Water Taxes.	Receipts from Taxes other than Water.	Receipts from Water Taxes.
1878–79	$42,359,816 23	$1,666,754 56	$685,405 70	$664,903 00	$248,328 32
1879–80	42,030,125 36	1,670,147 66	706,902 93	495,704 00	267,705 30
1880–81	40,949,332 18	1,535,549 91	684,621 52	503,655 00	227,440 20
1881–82	40,079,312 04	1,527,144 96	661,419 76	731,501 00	273,894 04
1882–83	41,184,358 12	1,492,377 19	692,203 30	720,159 00	282,231 25
1883–84	43,185,669 07	1,533,972 32	693,073 41	768,278 00	. . . . .
1884–85	42,962,180 02	1,520,900 10	717,618 07	789,498 00	280,260 89
1885–86	43,628,322 04	1,511,413 41	730,688 78	643,968 00	185,322 11
1886–87	46,799,962 72	1,523,974 78	738,749 26	625,005 00	360,083 68
1887–88	48,993,803 45	1,591,699 28	771,997 96	749,107 00	260,038 95
1888–89	49,920,475 25	1,603,362 68	788,117 32	808,930 00	279,499 01

Loans Authorized by Statute Outside of Debt Limit.

Year.	Chap.	Object.	Amount Authorized.	Date of Approval.	Amount Issued.
1886	304	Public Park Construction . . .	$2,500,000	June 21, 1886,	$1,500,000
1887	101	Suffolk County Court-House .	[1] 2,500,000	March 21, 1887,	1,600,000
	282	Harvard Bridge	250,000	May 18, 1887,	250,000
	312	Public Park Lands	400,000	May 26, 1887,	400,000
	394	Sewer, Tremont street	75,000	June 11, 1887,	
	428	Stony Brook Improvement . .	500,000	June 16, 1887,	500,000
1888	392	Public Park Lands	600,000	May 23, 1888,	
1889	68	New Library Building	1,000,000	March 1, 1889,	500,000
	254	W. Chester Park Extension .	75,000	April 12, 1889,	
	283	Congress street and Oliver street Extension	500,000	April 26, 1889,	
	322	Improved Sewerage	500,000	May 9, 1889,	500,000
		Total	$8,900,000	. . . . .	$5,250,000

[1] In addition to the cost of the land.

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County of Suffolk.

Running Expenses.

1881–82	$338,261 12
1882–83	362,908 06
1883–84	368,355 40
1884–85	380,923 70
1885–86	416,970 03
1886–87	434,618 54
1887–88	472,019 24
1888–89	522,921 63
1889–90 to December 1, inclusive	345,244 61

Amount of debt issued between May 1, 1878, and May 1, 1889, and the rate of interest:—

$1,000 00	at	6 per cent.
100,000 00	"	5 "
718,000 00	"	4½ "
18,017,500 00	"	4 "
4,364,000 00	"	3½ "
144,000 00	"	3¼ "
2,065,000 00	"	3 "
125,000 00	"	2½ "
$25,534,500 00		

Amount of debt paid between May 1, 1878, and May 1, 1889, and the rate of interest:—

$520,000 00	at	7 per cent.
90,000 00	"	6½ "
8,860,490 60	"	6 "
78,000 00	"	5½ "
Carried forward, $9,548,490 60		

Brought forward,	$9,548,490 60		
	5,337,201 62	at . .	5 per cent.
	1,133,205 00	" . .	4½ "
	1,623,000 00	" . .	4 "
	150,000 00	" . .	3½ "
	154,000 00	" . .	3 "
	125,000 00	" . .	2½ "
	$18,070,897 22		
	150 00	annuity.	
	$18,071,047 22		

Transfer of Appropriations.

The following table shows the amount of the transfers made by order of the City Council during the past fifteen years, the amount added to the regular appropriations, and the percentage of these additions to the total of transfers: —

Year.	Total of Transfers.	Transfers to Regular Appropriations.	Percentage.
1874–75 . . .	$420,970 02	$117,731 53	27.9
1875–76 . . .	714,880 97	255,459 40	35.7
1876–77 . . .	418,398 54	129,298 24	30.9
1877–78 . . .	211,167 50	121,823 02	58.
1878–79 . . .	171,404 32	135,484 75	71.5
1879–80 . . .	342,187 07	241,597 81	70.6
1880–81 . . .	270,314 35	192,174 25	71.
1881–82 . . .	229,659 07	165,124 38	71.9
1882–83 . . .	261,010 11	158,803 08	60.8
1883–84 . . .	279,497 96	127,413 42	45.8
1884–85 . . .	282,266 87	143,010 71	50.7
1885–86 . . .	367,421 68	154,451 10	42.
1886–87 . . .	382,552 02	256,473 75	67.
1887–88 . . .	351,588 06	255,770 71	72.7
1888–89 . . .	370,122 26	224,463 24	60.6

Amount and Classification of Debt Issued in 16 Years.

Years.	Parks and Public Grounds.	Streets, Extending, Widening, and Building.	County Court-House, etc.	Burnt District.	Deficiency in Appropriations.	Stony Brook Improvement.	Bridges.	Improved Sewerage.	School-Houses.	Improvement of Districts.	Sewers.	Public Buildings.	Miscellaneous.	Cochituate Water-Works.	Mystic Water-Works.	Totals.
1873–74	.....	$1,898,000	.....	$5,051,176 65	.....	....	$337,000	.....	$305,000 00	$275,000	....	$263,000 00	...	.....	....	$8,129,176 65
1874–75	.....	544,000	.....	1,620,000 00	.....	....	.....	.....	.....	272,000	....	.....	...	$260,000	....	2,696,000 00
1875–76	.....	643,000	.....	.....	.....	....	.....	.....	.....	.....	....	.....	...	1,740,000	$205,000	2,588,000 00
1876–77	.....	.....	.....	.....	.....	....	.....	.....	.....	.....	....	.....	...	2,017,000	....	2,017,000 00
1877–78	$450,000	.....	.....	.....	.....	....	.....	$173,000	100,000 00	.....	....	.....	...	3,000	....	726,000 00
1878–79	.....	.....	.....	.....	.....	....	.....	1,226,000	175,000 00	350,000	....	.....	...	600,000	....	2,351,000 00
1879–80	.....	1,095,000	.....	.....	.....	$133,000	.....	1,259,000	75,000 00	291,000	....	.....	...	630,000	....	3,483,000 00
1880–81	.....	.....	.....	.....	.....	....	.....	59,000	.....	.....	....	.....	...	.....	....	59,000 00
1881–82	.....	185,000	.....	.....	.....	....	.....	40,000	.....	.....	....	[1]84,000 00	...	.....	....	309,000 00
1882–83	755,000	420,000	.....	.....	.....	....	100,000	950,000	[2]97,000 00	.....	....	.....	...	324,000	....	2,646,000 00
1883–84	1,275,000	1,000	.....	.....	[3]$92,000 00	....	300,000	1,309,000	.....	.....	....	180,000 00	...	994,000	15,000	4,166,000 00
1884–85	.....	.....	....	.....	.....	....	.....	197,000	.....	.....	....	80,000 00	...	163,200	....	440,200 00
1885–86	83,000	159,000	$850,000	.....	[4]125,000 00	....	.....	150,000	.....	.....	$315,000	105,000 00	...	455,000	165,000	2,407,000 00
1886–87	577,000	1,078,500	.....	.....	.....	....	.....	70,000	235,000 00	.....	531,500	583,000 00	$48,000	650,800	60,000	3,833,800 00
1887–88	855,000	.....	800,000	.....	.....	500,000	250,000	.....	.....	.....	....	.....	...	599,000	53,000	3,057,000 00
1888–89	545,500	221,000	[5]864,000	.....	610,9	57,000	26,500	.....	87,397 07	.....	100,000	49,113 63	21,000	200,000	....	2,782,500 00
Totals	$4,540, 00	$6,244,500	$2,514,000	$6,671,176 65	$827,989 30	$690,000	$1,013,500	$5,433,000	$1,074,397 07	$1,188,000	$946,500	$1,344,113 63	$69,000	$8,636,000	$498,000	$41,690,676 65

[1] Payable from taxes of 1882. [2] Payable from taxes of 1883. [3] Payable from taxes of 1884. [4] Payable from taxes of 1886. [5] $64,000 — Running Expenses.

Loans of 1889.

Date of Order.	Debt issued since Jan. 1, 1889.	Included in Debt Limit.	Outside of Debt Limit.
Dec. 31, 1887.	Public Park Construction	.....	$500,000 00
Jan. 3, 1889.	Miscellaneous	$769,000 00	
Feb. 16, 1889.	Miscellaneous	480,000 00	
Mar. 18, 1889.	New Library Building	.....	500,000 00
Apl. 15, 1889.	Extension of Mains	.....	200,000 00
June 8, 1889.	New Shops, Albany st., Cochituate Water-Works	.....	60,000 00
Sept. 4, 1889.	Improved Sewerage	.....	500,000 00
Sept. 28, 1889.	Miscellaneous	500,000 00	
Nov. 13, 1889.	Extension of Mains, etc.	.....	130,000 00
Nov. 13, 1889.	Additional Supply of Water	.....	145,000 00
		$1,749,000 00	$2,035,000 00
Date of Order.	**The following amounts have been authorized but not issued: —**	**Included in Debt Limit.**	**Outside of Debt Limit.**
Dec. 31, 1887.	Public Park Construction	.....	$1,000,000 00
Mar. 18, 1889.	New Library Building	.....	500,000 00
Nov. 13, 1889.	Extension of Mains, etc.	.....	20,000 00
Nov. 30, 1889.	Additional Supply of Water	.....	900,000 00
Dec. 24, 1889.	Miscellaneous	$1,037,000 00	
		$1,037,000 00	$2,420,000 00

BRIDGE DEPARTMENT.

14 Beacon Street, December 28, 1889.

Hon. Thomas N. Hart, *Mayor of Boston.*

Sir: — The actual work done by this Department during the year 1889 has been the usual and necessary repairs upon the tide-water and inland bridges, for which the appropriation was granted. The work has been done by day-labor. Some extraordinary repairs have been done by order of the City Engineer,

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for which no provision had been made, but they were demanded for the public safety and convenience, and for this payment I was obliged to use money apportioned for other purposes. I considered that I was using good judgment in making said repairs. A brief statement of the work done is as follows: —

51 roadways were sheathed; 9 new decks laid; 6 new sidewalks laid; 44 new wheels put in; 10 new headers put in; 8 new stringers put in; 2 piers repaired; 4 waterways repaired; 5 fences repaired; 5 gates repaired; 1 draw-house repaired; 2 stables repaired; 6 trucks repaired; 1 new paint-shop built; repaired sheathing on 9 bridges; repaired planking on 8 bridges; extensive paving repairs on 2 bridges; repaired guards on 3 bridges; repaired, painted, and reset 7 buoys; repaired engines and machinery on 4 bridges; 19 bridges were painted two coats; 13 buildings were painted two coats; 5 boats were painted two coats; 2 draws were painted two coats; and small repairs were made on various bridges.

The expenses of the Department have been as follows: —

January 1, 1889, to May 1, 1889 . . .	$20,981 63
May 1, 1889, to January 1, 1890 . . .	74,340 81
January 1, 1889, to January 1, 1890 . .	$95,322 44
Expenses during 1888 were	95,113 38
Expenses during 1887 were	97,011 44

In no year during its existence have the expenses of this Department been less than $95,000.

Appropriation for 1889-90	$90,000 00
Expended to January 1, 1890	74,340 81
Balance on hand	$15,659 19

This amount will not be sufficient to carry the Department to the end of the financial year. But if I am reimbursed in part for the money expended for extraordinary repairs for

which I should not be held responsible, — a small amount of which I asked for in my communications of October 21 and November 8, 1889, — I shall be enabled to make such repairs as may be required during the winter, to continue the new watchman at Cottage-street bridge recently built, to remove the snow from inland bridges, to have a small amount for contingencies, and to continue my force as at present to May 1, 1890.

The total number of names on my rolls at present is 72, divided as follows: 52 draw-tenders, who are permanently employed; 10 mechanics on full time, 8 mechanics on half time, a clerk, and the Superintendent.

Respectfully,

JAMES H. NUGENT,

Superintendent of Bridges.

WEST BOSTON, CANAL, AND PRISON-POINT BRIDGES.

Boston, December 27, 1889.

To His Honor the Mayor.

Sir: — In response to Circular No. 35, of December 23, 1889, I would say that, with the exception of thorough repairs to the Prison-Point Bridge draw, there has been no work done on the bridges in charge of the Commissioners other than their maintenance and necessary repairs.

The expenditures in 1889 have been . . .	$7,572 13
Balance of appropriation	8,385 95

The unexpended balance is sufficient for all purposes to the end of the fiscal year.

The number of employees is eight.

Respectfully,

F. W. LINCOLN,

Commissioner for Boston.

BUILDING INSPECTION.

DEPARTMENT FOR THE INSPECTION OF BUILDINGS,
OLD STATE HOUSE, December 28, 1889.

HONORABLE THOMAS N. HART, *Mayor*.

SIR: — The work of the Department continues to increase year by year, and the extent of the increase of the work of this year to December 25 only, as compared with the entire work of last year can be seen by the following table of permits granted: —

To December 25	1889	1888
Brick	379	381
Wood	1,844	1,554
Alterations, etc.	2,202	2,095
Plumbing	4,185	3,575
Boilers and Engines	888	1,013

In the departments of egress, elevators, prosecutions, plans, and records, the same increase has taken place.

The expense of the Department for the year 1889, including the January draft of 1890, and excluding the January draft of 1889 amounts to $58,609.85.

This has been obtained not only by the strictest economy, but by cutting off the means of transporting the officers of the Department through and about the City in their official work, thereby taking up the valuable time that should be given to inspection, in going from place to place on foot. This cut-down was necessary, that the Department might comply with the requirements of the City Charter, and keep within the appropriation.

Our unexpended appropriation is $12,392.33.

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As to the ability of the Department to continue its work to the end of the fiscal year, I would respectfully renew my communication of November 8, 1889, in answer to Circular No. 34, and add that since that date the Department has been called upon to incur large and what may be termed extraordinary expenditures. The amount I am unable to state, the bills not having as yet been presented. This amount will have to be paid by a special appropriation, the Department having no appropriation granted it to meet such contingencies.

These expenses were necessitated in securing the public against accident, by taking down unsafe walls occasioned by the fire of November 28.

For the greater efficiency of this Department, especially such as may require action on the part of the Mayor, the City Council, or the Commonwealth, I would recommend the coöperation of the City Council with the gentlemen of the Committee now acting on the revision of the Building Laws, of which Mr. Wm. Minot, Jr., is chairman.

This able committee of citizens, representing the varied interests, such as architects, masons, builders, and contractors, carpenters, fire insurance agents, board of underwriters, electricians, real estate owners and agents, and civil engineers, has received the hearty commendation of your Honor.

The Department consists of thirty persons.

Respectfully,

JOHN S. DAMRELL,

Inspector of Buildings.

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BUILDINGS OF THE CITY.

Office of the Superintendent, December 28, 1889.

Hon. Thomas N. Hart, *Mayor.*

Sir: — In reply to Circular 35, I would respectfully submit the following: —

The actual work of the Department for the year 1889 has been the repairs, alterations, furnishing, equipment, and maintenance of the public buildings, school-houses, County buildings, and armories of the militia.

The actual expense for this work for the same period has been as follows: —

Public Buildings	$142,533 40
School Houses	276,787 75
County Buildings	55,504 38
Armories	40,721 43

These amounts cover the period from the February draft of 1889 to that of January, 1890, inclusive.

The unexpended balances of appropriations which this Department has in charge will be sufficient (provided no extraordinary demands are made) to continue our work to the end of the fiscal year, with the exception of that for armories, which will require an additional amount of $5,000 to cover the time specified.

The total number of persons employed in the Department, including the Superintendent, is eleven (11).

In my judgment the number of polling places, which now number 286, can be reduced to 200, and not inconvenience the citizens, but materially reduce the cost in this direction. I would also suggest the feasibility of merging all the work that

appertains to the use of ward rooms, registration of voters and election expenses under one head, thereby reducing the cost. The work as at present performed is by four different Departments independently, thus trespassing upon the regular work of those Departments, and probably not so economically performed as it would be by one Department alone.

Respectfully,

JAMES C. TUCKER,

Superintendent of Public Buildings.

CEMETERY, MOUNT HOPE.

Boston, December 27, 1889.

Hon. Thomas N. Hart, *Mayor.*

Sir: — In response to Circular No. 35, the Board of Trustees of Mount Hope Cemetery respectfully reply as follows: —

First. The work done by our Department has been the usual work done in the Cemetery.

Second. The expenditures from January 1, 1889, to January 1, 1890, have been $27,864.30.

Third. On January 1, 1889, there was on hand a balance of $346.66; the City has only appropriated for the year 1889 the sum of $5,000; there will be unexpended on January 1, 1890, a balance of $2,826.11. The amount of expenditures was paid, above this sum, out of the receipts of the Cemetery, and we shall be able to complete the work to the end of the fiscal year without further aid.

Fourth. There are now employed in carrying on the Cemetery, twenty-two persons who are paid. The Board of Trustees consists of five, who have no pay.

SAMUEL W. CREECH, Jr.,

President of Board of Trustees.

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CLERK'S DEPARTMENT.

OFFICE OF THE CITY CLERK, December 28, 1889.

To the Mayor.

The work of this Department may be classed under three heads, viz.:

1. Recording mortgages of personal property, etc.
2. Recording the acts of the City Council.
3. Care and preparation of the election machinery, except the assessment and registration of voters.

1. There have been received for record at this office from January 1, 1889, to December 25, 1889, 8,263 papers including

Assignments of Wages	616
Married Women's Certificates . . .	271
Liens on Vessels	21
Fence Viewers' Certificates . . .	18
Certificates of Religious Societies . .	2
	928
Mortgages, Bills of Sale, etc. . . .	7,335
	8,263

All these papers must be copied in full upon our books, and properly indexed. The amount of fees received for recording the same are contained in the quarterly reports of the Department.

2. The City Clerk acts as the Clerk of the Board of Aldermen. We record the acts of the Board of Aldermen, and prepare an index thereof. All papers and documents presented to the City Council are properly arranged and

filed in this office. We make and send to the departments, parties, or individuals affected thereby, copies of all papers passed by the City Government, seldom less than two, and often four or even six copies being made.

We prepare the names of jurors, transmitted to us by the Registrars of Voters, for the jury box, and record the names of persons drawn.

Ordinances passed by the City Government are recorded in full; also names of all streets, notices of accidents on the highway, and certain naturalization notices when the papers issue from Courts other than United States Courts.

We issue all amusement licenses, and receive the fees for the same, there having been granted about 225 such licenses from January 1, 1889, to December 25, 1889. All minors' licenses granted by the Board of Aldermen are made out in this office. There were granted from January 1, 1889, to December 25, 1889, about 1,235 such licenses, divided as follows: 917 newsboys, 167 pedlers, and 151 bootblacks. We receive complaints under the Statute of persons assaulted by dogs. In addition to the work above mentioned, there are many matters of detail too numerous to mention.

3. The following is a statement of the work of the City Clerk's office of the past season. In the latter part of the summer and early fall, a thorough revision of a pamphlet of about one hundred pages, of a digest of the laws in force in relation to the Assessment and Registration of Voters, and the Conduct of Elections, was made and printed, with a suitable index to the same; also a pamphlet of Instructions to Election Officers. The so-called Australian Ballot Act was also printed, with a carefully prepared index, and a sample ballot.

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In September, the Mayor appointed 3,432 election officers, and later, 347 more to fill vacancies. Certificates of appointment were printed, filled out, and mailed to each of these officers, and a very large number of them were sworn at the City Clerk's office.

The City Clerk set apart several evenings, and invited the Election Officers to meet him at the City Hall, that he might give them full instructions in relation to their duties, and answer any questions that might be proposed by them. These meetings were very fully attended, and apparently appreciated by the Election Officers, many of whom were entirely ignorant of the duties imposed upon them. A great deal of time was also given by him, in his regular office hours, in furnishing information to these officers relative to their duties.

The division of the City into new precincts entailed the preparation of maps of each of the new precincts, which were prepared under the supervision of the City Surveyor. Ten copies of the map of each precinct were posted, under the direction of the City Clerk, in the several precincts.

When the Mayor and Aldermen designated the polling places for the State and City elections, there was prepared, and posted in ten places in each precinct, a printed description of the place so designated, and also advertisement was made in the daily and principal Sunday papers, giving a list of said places throughout the City. When later changes were made in several of these places, the above work, so far as it applies to the changes, was done over again.

Nearly two hundred new cancelling ballot boxes were obtained from the Secretary of the Commonwealth, to meet the requirements of the additional precincts. Many of these after each election, owing either to imperfections in construction or care-

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lessness on the part of Election Officers, require more or less repairing. A large number of pasteboard boxes for transmission to the City Clerk, of the ballots cast at the polls were also procured, and the old ones on hand were repaired.

When the Board of Aldermen direct that warrants be issued for an election, printed warrants are prepared in this office, in duplicate for every precinct, differing for the various wards. One copy of each is served by constables, by posting the same at or near every polling place; the others, on which the constables make their return of service, are sent by the City Clerk to the Wardens at the several polling places. The warrants give the Wardens their authority for proceeding with the election, and specify the purposes for which it is held, and the hours during which the polls shall be open. Record books and seals are provided for the Clerks of the several precincts. These books contain printed forms showing the manner in which the books should be kept, but sometimes this form is apparently not looked at by those whose duty it is to make up the record. As the City Treasurer is instructed not to pay the several Clerks, until he receives certificates from the City Clerk that their duties have been satisfactorily performed, a considerable amount of labor devolves upon this office in examining the 286 record books.

The reception and filing of certificates of nomination and nomination papers, hearings on objections to nominations, and the preparation of the list of candidates for the ballots and for publication and posting at City Elections, all of which duties are imposed upon the City Clerk, are crowded into a very limited period. The ballots for use at State elections are prepared and furnished by the Secretary of the Commonwealth.

The tally sheets for the use of the election officers, and the

official returns, both containing the names of all the candidates, can only be prepared and printed after the list of candidates is completed. The official returns the present year have contained the printed names of all the candidates, thus insuring accuracy in the names, and avoiding the necessity of notifying the officers to call at the City Clerk's office, and correct errors, a matter which, in former years, has occasioned considerable annoyance.

Envelopes for the official returns, and also for the check lists, are made and printed especially for the purposes for which they are used.

On the morning of each election, there is sent by a police officer to each polling place a registering and cancelling ballot box, containing the following list of articles: the warrant; a package containing the ballots for use at such election, together with specimen ballots and cards of instructions to be posted for the information of voters; a pasteboard box in which are to be returned to the City Clerk, sealed, the ballots cast, with a certificate to that effect signed by the election officers; the official return of votes cast to be filled out, signed and returned to the City Clerk in an envelope provided for the purpose; an envelope to contain the check lists used, to be signed, sealed, and returned to the City Clerk; posters quoting the law relative to smoking and use of liquor in polling places; copies of the Digest of the Election Laws, and instructions to election officers; hand stamps for marking ballots which may be either "defective" or "cancelled"; pens, ink, pencils for the election officers and for the voters, sealing wax, writing paper, and rubber strips with which the ballots may be kept in separate bunches while being counted; also tacks with which to post the cards of instructions, specimen ballots, etc.

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In addition to these, it has been the practice for some years, to send to each precinct a blank form, styled a press return, prepared by the representatives of the press, to be filled out with the votes for the several candidates, and returned to the City Clerk for transmission to the head-quarters of the daily papers.

The police officer has a blank receipt for the ballots to be signed by the Warden, which is returned by the officer to the City Clerk.

A blank requisition for a second set of ballots in case the first set is destroyed or stolen, is also sent to each precinct.

The check lists prepared by the Registrars of Voters are also placed in the charge of these officers for transmission to the polls. The police officers for duty on election day are furnished by the Board of Police, upon the requisition to the City Clerk, and comprise a large number of special officers appointed for these days only, in addition to a large detail from the regular force. The officers with the various articles committed to their care, are conveyed to the several polling places in carriages, and at night, are brought back, with the cancelling boxes, ballots, official returns, press returns, and check lists. The requisitions for carriages, and all other matters in connection with the same, have been attended to by the City Messenger, to whom and those under him, the City Clerk is indebted for this and much other valuable assistance.

The ballots and check lists, when received on nights of elections are locked in a fire-proof room, with combination locks, the combinations being known only to the City Clerk and his assistant.

The day following the election, the compilation of the election returns is commenced on forms prepared for the pur-

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pose, and usually completed in about three days. All this work is carefully checked from the official returns, and all the figures are carefully verified. After due examination by the Board of Aldermen, and the completion, by said Board, of any recounts legally asked for, the Board makes declaration of the results, and the proper certificates are made and signed for transmission by the City Clerk to the Secretary of the Commonwealth or to the parties declared elected, as the case may be.

The pay-roll for services of election officers at the State election amounts to about $10,000; that for the City election, owing to increase of compensation, to about $14,300; together with about $600 more for deputies who reported for duty, but did not serve. Other expenses, which cannot yet be given in detail, all the bills not yet having been received, will increase the expenditures incurred through this office to the aggregate sum of about $50,000.

A just criticism of the law in relation to nominations and printing of ballots, is that the time for the preparation, printing, packing and sealing is too limited. A week's time is little enough after all the nominations are determined upon, in which to do this work for the City of Boston.

In the opinion of the City Clerk, the number of voting precincts might well be reduced from 286 to 200, on which basis there would be an average of only three hundred and fifty male voters to a precinct. By such reduction in number, a large amount of money would be saved to the City in providing polling places and fitting them for occupancy, as well as a very considerable saving in the sum for the payment of election officers. He also thinks that the number of election officers may be judiciously reduced. Four officers, of a proper

degree of intelligence can easily perform the duties now imposed upon six. By such proposed reduction in the number of precincts and of election officers, less than half the number of election officers now necessary, would be appointed, and a saving of about $15,000 annually might be made. Two of the inspectors, who now act as ballot clerks, with an extra check list, could be dispensed with. Their duties could be performed by the other two who could have charge of the ballots, make one kind of a check on the list when a ballot is delivered to a voter, and another when he deposits his ballot.

Expense of this office in the calendar year 1889: Twenty thousand eight hundred sixty-three and $\frac{74}{100}$ dollars ($20,863.74).

Unexpended appropriation for the remainder of the fiscal year: Six thousand three hundred forty-eight and $\frac{80}{100}$ dollars ($6,348.80). We shall be able to complete the regular work of the office for the year ending April 30, 1889, without further appropriation.

Recommendations: — Public Statutes, chapter 37, section 4, enacts that City Governments shall provide fire-proof safes of ample size for the preservation of books of record, registry, etc., and that the City Clerk shall keep in the safe so provided all such books, etc. The safe connected with this office is very small indeed, and contains a very small portion of the City records. In my opinion, it is not fire-proof. The great books of the City Records and papers are arranged on shelves or cases about the rooms, and should the City Hall burn, the City would lose all its records and papers contained in this office, and the entire registry of mortgages of personal property, etc., would also be destroyed.

I desire to say, also, that the business of the Department has entirely outgrown its present quarters. We have scarcely

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any room left to file away our papers and documents, and during the months when we prepare for elections, we hardly have room to move about. The arrangement of the offices is the poorest possible, every person having business with the Department (outside the registry room) is obliged to pass through the room occupied by the clerks who do the copying. This renders it almost impossible to do the work correctly, and as it must be correctly done, the papers often have to be rewritten, causing a loss of time. I cannot too strongly condemn the present accommodations. No sane business man would have every customer who visits his store, pass through his bookkeeper's room, yet this is in effect what takes place daily in this office. The office is so crowded that there is no room for more clerks, yet there are not enough to properly do the business of the office. The new election law has put a great amount of labor upon us, yet we have had no additional help, and at times, nearly every clerk in the office has been working on election matters, to the neglect of the rest of the City's business, and causing just complaint from parties and individuals having business with the Department. The election has, at the very least, put the work of the Department six weeks behind, and when the present force can hardly keep up the regular work, without interruption, it can easily be seen that we shall remain behind for some time.

The office provided for the City Clerk is about 18 feet by 27 feet, and in it are the desks of the City Clerk, the assistant City Clerk, and two employees, and also the type-writing machine which is continually being worked. Here also are received, on an average (placing it low) a hundred people a day, who have business with the Department. Of course, this number of people necessitates a great deal of talk, all of which

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is plainly heard by every one in the two offices, and every one is disturbed more or less. Nearly all the work of the last election requiring care and thought was done after hours or at home by the City Clerk or his assistant. I most strongly recommend that the two offices at present occupied by the Superintendent of Public Buildings be added to this department, and that this be done as soon as possible.

Number of persons employed in this Department, 16 in all.

The only ways that I can suggest of reducing the expense of elections are to reduce the number of polling places and the number of offices for each precinct, as hereinbefore stated. Should this be done, I doubt if the ballot boxes recently furnished by the State would be large enough to contain the ballots cast, in which event, the City might have to purchase new boxes.

On the subject of elections, there is much that might be said and many recommendations that might be made, that are not included in the scope of the present report.

EDWIN U. CURTIS,
City Clerk.

COLLECTOR.

COLLECTOR'S DEPARTMENT, CITY HALL,
December 28, 1889.

To His Honor the Mayor.

SIR: — The total receipts in this Department from January 1, 1889, to December 24, 1889, inclusive, were $15,500,161.54, from the following accounts: —

Taxes	$11,511,154 06
Cochituate Water Rates	1,372,302 45
Liquor Licenses	891,064 00
Mystic Water Rates	319,099 79
County of Suffolk	302,445 28
Sale Beacon-Hill Reservoir	150,000 00
East Boston Ferries	139,443 65
Rents	123,921 88
Sewer Department	90,530 78
Soldiers' Relief	85,966 00
Public Institutions	61,926 62
City Hospital	51,404 38
Interest	48,042 92
Sale of Armory Site	42,478 20
Health Department	41,415 29
School Instructors	40,350 62
Bonds	27,258 91
Mt. Hope Cemetery	22,684 44
Betterments	21,582 08
Police Department	16,976 50
Overseers of the Poor	15,725 26
Street Department	12,347 22
Police Charitable Fund	12,379 70
Public Library	10,427 25
" Legacy J. Ingersoll Bowditch	10,000 00
All other sources	79,234 26
	$15,500,161 54

A general summary of the accounts shows that the balance of bills and assessments outstanding January 1, 1889, were		$2,675,901 78
The assessments from January 1, 1889, to December 24, 1889		13,156,248 86
Cash Deposits from January 1, 1889, to December 24, 1889		2,708,402 90
Total amount charged to Collector . .		$18,540,553 54
Of this amount, the Collector is credited with		
Abatements	$391,277 43	
Cash paid the City Treasurer . .	15,500,161 54	
		15,891,438 97
Balance uncollected		$2,649,114 57

The amount expended under the appropriation, excluding the draft of January 1, 1889, and including that of January 1, 1890, is $60,316.29. The balance unexpended is $15,437.55, sufficient to continue the work to the close of the fiscal year. There has also been expended $6,290.54 on account of advertising and expenses attending sale of real estate for unpaid taxes; and there remains in the Treasury $5,629.97 to the credit of Deeds and Real Estate Advertising; on account of liquor licenses ($300 allowed by ordinance) there has been paid $57; and for election expenses and charged to that account by special appropriation, $864.

By Section 8, Chapter 31, Revised Ordinances of 1885, the water rates of the Mystic supply are made payable at the branch office of the Water Registrar in Charlestown. These rates should be paid at the Collector's office in City Hall. The expense attending such a change would be added to the appropriation for the Collector's Department, and would be simply a transfer, as it

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would lessen by so much the amount now paid by the Water Board on account of the Mystic supply.

The uncollected accounts annually reported by the Collector as assets, from the year 1822 to August 9, 1875, the date of the establishment of this Department, have been reduced to a small amount, and are of little or no value. The larger portion were outlawed long before the Collector's office was created. I would suggest, subject to your approval, that the City Council consider the propriety of relieving the Collector from further responsibility for these accounts.

For the time above mentioned they amount to about $250,000, and there are other charges of a like nature to the year 1883, and amounting to about $15,000, which I recommend for like consideration.

Respectfully,

JAMES W. RICKER,
City Collector.

COMMON AND PUBLIC GROUNDS.

OFFICE OF THE SUPERINTENDENT,
December 27, 1889.

To His Honor the Mayor.

SIR: — Owing to an early spring and the length of the warm season, the continuous rain-storms, and the addition of newly acquired parks, the ordinary expenses of the Department were increased, and, with many other demands for work, I have exhausted the general appropriation. The amount expended of the general appropriation from January 1, 1889, to December 31, 1889, is $76,740.84, of which the following are the chief items: —

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Labor and Superintendence	$41,565 40
Sods	4,399 80
Red Gravel	4,224 22
Blue Gravel, Sand, etc.	2,707 26
Teaming	4,163 36
Loam	2,337 39
Which amount to	$59,397 43
Leaving a balance of	17,343 41

which has been expended for incidental and other work of the Department.

Out of the above amount of $76,740.84 I have been obliged to expend the following large amounts for extra work and necessary stock for which no provision was made in the general or special appropriations: —

Repairs on Gravelled Walks, made necessary by unusual rain-storms	$6,481 75
Repairs on Concrete Walks, South Boston	600 00
Street Trees, trimming, removing, etc.	2,430 97
Finishing Franklin Square	1,143 72
Repairing bronze railing and iron fence	163 89
Building new greenhouse	400 00
Painting fences, Concord and Rutland Squares	128 92
Removal of the Gravelled Walks around the pond in the Public Garden, filling in with loam, sodding, planting new shrubbery beds, labor, etc.	5,200 00
Repairs on Plank Walks, labor, etc., for various squares	500 00
Court expenses (accident Madison Park)	306 10
Carriage (new)	200 00
Horse purchased, $300; horse exchanged, $100	400 00
	$17,955 35

The general appropriation is now reduced to $625.73.

Were it not for the extra work forced upon me, I would have a balance of at least $18,581.08 on hand, which amount would enable me to carry on the work of the Department properly for the remainder of the financial year. I trust the City Government will see its way clear to reimburse this amount to the Department. I have deemed it my duty to suspend all the employees of the Department, with the exception of two or three persons to keep the valuable stock of plants in the greenhouses from freezing up.

Under the Special Appropriations, Concord and Rutland squares were thoroughly renovated at an expense of $8,770.17, and their condition is entirely satisfactory to residents and taxpayers.

The sum of $1,000 has been expended in furnishing a bronze railing, renovating the lawn, making walks, grading, etc., around the Attucks monument.

The sum of $800 has been expended for curbing and other improvements in City square, Charlestown.

Norris Park, South Boston, has been put in as good condition as the amounts appropriated therefor at two different times, viz.: $5,700, would permit. There is now on hand a balance of $54.84.

The asphalt tile walk from Park square to Park street has been satisfactorily completed, at an expense of $6,000.

On Belmont square, East Boston, two asphalt tile walks have been laid at a cost of $1,300. Balance of appropriation, $450.

The appropriation of $10,000 for Blackstone and Franklin squares has been exhausted, and the additional sum of $1,143.72 has been expended from the regular appropriation. In the spring it will be necessary to incur an outlay of about

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$3,000 more for loam in order to bring these squares up to their proper grade.

The little squares in East Boston are in a wretched condition and should be put in order.

The stone curbing around the pond in the Public Garden has always been looked upon as objectionable, and to get rid of it the Board of Aldermen a few years ago passed an order appropriating $1,500 to have it displaced and the sward brought to the water, but the Common Council failed to concur. As the edging has become disrupted, it should be removed and an appropriation, such as the Board of Aldermen passed, should be made for filling its place.

The skaters on the pond in the Public Garden are not sufficiently controlled by official authority. Only within a few years has the pond been open to skating, and since then only have I had any serious complaint to make. I respectfully ask your Honor to appoint a sufficient number of special officers for the public grounds, to be placed on duty under the Superintendent of Common and Public Grounds.

The Common, with its wealth of lawn and shade, holds its own well as the leading health spot of the Department. Its main avenues, however, need a different road-bed, as they are always in a wretched condition after thaws and storms.

The removal, relaying, material, and work on the plank walks are a large item of annual expense, and with the additional outlay for red gravel, the walks of the Department are very expensive. From eleven years' experience with this particular work I am convinced that every walk on the Common should be concreted.

The asphalt tiles laid in the walk from the Park square entrance on the Common to West-street gate, and from there to

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the Park-street gate, have filled a want long felt, and are generally commended. The avenue leading from Arlington street over the bridge on the Public Garden to Charles street, and from Charles street by Monument Hill to the West-street asphalt walk, is one that should be immediately placed in the same condition, as also should the Tremont-street mall from West street to Boylston street.

Our street trees are in a most deplorable condition.

The costly tropical plants displayed in the Public Garden and squares during the past season have all been safely returned to greenhouses, where they will remain until again required for the gratification of the public. There is no public collection of plants in this country to equal that owned by the City of Boston.

Your obedient servant,

WILLIAM DOOGUE,

Superintendent.

COURT-HOUSE.

PEMBERTON SQUARE, January 1, 1890.

To His Honor the Mayor.

SIR: — In compliance with the request contained in your communication of the 23d ultimo, the Commissioners for the erection of a New Court-House for the use of the courts of the Commonwealth within and for the County of Suffolk, and for a Registry of Deeds and a Registry of Probate for said County, have the honor to submit herewith a statement of the progress of the work under their charge.

During the past municipal year, a marked advance has been made in the completion of both the northerly building and the main structure. The brick and stone masonry of the main build-

ing, with the exception of that connected with the central hall, is nearly completed, and the interior walls are ready for the plasterers. The plastering and stucco work of the northerly building is finished, and the carpenters' work in this section is so far advanced as to make possible its occupancy by July of the present year.

The principal contracts made during the year include those for the heating and ventilation, and the marble work for both buildings, the plastering, the carpenters' work, and the plumbing of the northerly building, the copper roof, and the iron stairs of the main building. The important contracts to be made during the coming year are those for the stone work of the vestibule and main hall, the carpenters' work, and the plastering of the main building.

The balance of the appropriation on hand January 1, 1889, was	$521,937 60
The payments during the year have been	496,259 57
Leaving a balance on hand of	$25,678 03
The total appropriations made to this date have been	$2,498,845 00
The payments have been: —	
For the site, in full	$1,056,469 69
For construction	1,416,697 28
Balance on hand	25,678 03
	$2,498,845 00

The contracts made on account of the buildings and the miscellaneous expenditures incurred to this date amount to	$1,814,990 59
On which there has been paid, as already stated, the sum of	1,416,697 28
Leaving a balance due contractors for work in process of completion of	$398,293 31

To provide for payments on contracts made and to be made, the City Council were requested in November last, under the

provisions of Chapter 101 of the Acts of the Legislature of 1887, to issue an additional loan of $800,000.

As required by law, the work upon the buildings is being done by contract, the number of contractors at the present time being fourteen.

In addition to the commissioners, there are employed an office janitor, an engineer, and three assistants for the heating apparatus.

Respectfully submitted,

S. B. STEBBINS,

Chairman.

ENGINEER.

OFFICE OF CITY ENGINEER, CITY HALL,

December 27, 1889.

To His Honor the Mayor.

SIR: — In reply to Circular 35, of December 23, 1889, the following is a summary of the work of the City Engineer's Department for the year 1889: —

BRIDGES.

The inspection of the highway bridges in the City has been made, and the superintendence of structural repairs upon those maintained by the City has been attended to during the year.

Leyden-street bridge, over the Boston, Revere Beach, & Lynn R.R., on Breed's Island, was built this year. It is a substantial iron bridge, on stone abutments, and cost $15,819.55.

Byron-street bridge, in East Boston, was built this year. It is a wooden bridge over the Boston, Revere Beach, & Lynn R.R., and cost about $4,000.

Cottage-street bridge was built this year. It is a wooden foot-bridge over flats in East Boston, is 12 feet wide, and 3,546 feet long, extending from Jeffries Point to Wood Island, and cost about $12,000.

Bolton-street bridge, over the New York & New England R.R. in South Boston, was built this year, and is a small wooden bridge, costing about $850.

Neponset and Granite bridges, over the Neponset river, have had the passage-ways for vessels widened to 36 feet, as directed by the Commonwealth, at a cost of $7,997.41 to the City of Boston.

It will be necessary to change four draw-bridges over the upper part of the Charles river during the coming year, in order to comply with the Act of the Legislature.

The following-named bridges are in a dangerous condition, and should be rebuilt: —

Federal-street bridge, over Fort Point Channel; Chelsea-street bridge, over Chelsea Creek; Ferdinand-street bridge, over B. & A. R.R.; Berkeley-street bridge, over B. & A. R.R.

Water-Works.

The Warren bridge section of 30-inch and 16-inch mains to connect Charlestown with the Cochituate high and low service has been laid.

A 20-inch main to connect Parker-Hill Reservoir with the high-service system in the City proper, is nearly completed, and a 16-inch high-service main has been laid from Parker street to Egleston square.

The laying of the water-pipes to connect Long Island with the City water supply has been completed.

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On the Cochituate Division 292 hydrants have been established and 140 abandoned.

About 22.3 miles of new mains have been laid on the Cochituate Division, and 1.7 miles of old mains have been relaid. On the Mystic Division ½ mile of new mains has been laid, and 1½ miles of old mains has been relaid.

The East-Boston Pumping-station and the East-Boston supplementary high service for the supply of Breed's Island have been completed.

Storage Basins.

Work has been commenced on a new dam at the outlet of Lake Cochituate. Surveys are being made of the proposed basin on Indian Brook, and for the development of Whitehall Pond. The Town of Framingham has practically completed its sewerage system, and it is now in operation, although as yet but few connections have been made with it.

The Town of Marlboro' is actively engaged in perfecting a plan for its sewerage system and it is expected that they will commence construction early the coming year.

Experimental works for filtration investigations are being established at the Chestnut-Hill Reservoir, and it is expected that in connection with the biological laboratory much information will be obtained which will be of value in devising methods for improving our water supply.

The dam at Mystic Lake has been repaired, and an independent air pump and condenser for Engines Nos. 1 and 2 at the Mystic Pumping-station has been contracted for.

Parks.

For the Park Department plans and specifications of various engineering structures have been prepared, and the inspec-

tion and superintendence of their construction has been attended to.

At Charlesbank the gymnastic apparatus has been erected. Curbstones and paving blocks for the Parkway and Franklin Park have been purchased.

At the Marine Park four spans have been added to the Iron Pier, and one additional span to connect with the Pier Head has been contracted for.

The Pier Head is now being constructed, and work is progressing under a contract for filling the portion of the Park south of Broadway.

Improved Sewerage.

By an Act of the Legislature approved May 9, 1889, the Board of Aldermen was authorized to extend the construction of the Improved Sewerage System. The City Engineer was directed to proceed with the necessary surveys and investigations, and on September 30, 1889, he was directed to proceed with the construction of the sewers in accordance with a plan adopted by the Board.

Contracts have been let for the construction of Sections 8 and 9 of the South Boston Intercepting Sewer, Section 3 of the Dorchester Intercepting Sewer, and Section 1 of the Brighton Intercepting Sewer. Work is now actively progressing on these sections and they will be completed in the autumn of 1890. Investigations and surveys are now being made for the further extension of the Intercepting Sewers at the North End and for the extension of the Dorchester Intercepting Sewer to Lower Mills. The work will be put under contract during the coming spring, so as to insure its completion in 1891.

The plan of the extension as submitted contemplates the

construction of about six miles of sewers, and it is believed that the completion of this extension of the Improved Sewerage System will remedy many of the nuisances now existing.

The actual expenses of the Engineer's Department from January 1, 1889, to January 1, 1890, are $35,610.20; of the Improved Sewerage Extension, $18,456.45.

The unexpended appropriations for both the Engineer's Department and the Improved Sewerage Extension are sufficient to continue the work to the end of the fiscal year.

The total number of persons now employed in the Engineer's Department is 20, and the total number on the Improved Sewerage Extension is 18.

Respectfully submitted,

WILLIAM JACKSON,

City Engineer.

FERRY DEPARTMENT.

Office of the Board of Directors of East Boston Ferries,

December 27, 1889.

Hon. Thomas N. Hart, *Mayor.*

Sir: — In compliance with your request for information, as stated in Circular 35, the Board would respectfully report as follows: —

1st. Only the ordinary work has been done for the year 1889.

2d. The actual expenses for the year have been as follows: —

Salaries and Wages	$126,764 22
Current Expenses	20,624 33
Fuel	31,831 68
Carried forward,	$179,220 23

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Brought forward,		$179,220 23
Supplies		8,596 78
Repairs on Boats		9,780 16
Repairs on Buildings, Drops, and Piers		5,804 71
Incidental Expenses		555 90
Vacation for Employees		4,062 46
Tools and Fixtures		115 61
Damages, viz.: —		
Paid to Cornelius Roach, order of City Council,	$3,000 00	
Paid to Lincoln Wharf Co., on Execution of Court	8,544 97	
Paid Claims, order of Committee on Claims	963 50	
Paid for Medical Attendance, etc.	18 00	
		12,526 47
Total		$220,662 32

3d. The unexpended appropriation of $57,160.41 will meet all of our ordinary expenses to the end of the fiscal year.

4th. The Board would respectfully but earnestly recommend that attention be called to the immediate necessity of having increased facilities for this Department, so that the increased travel can be properly accommodated.

It is the opinion of this Board that a special appropriation of $500,000 is the amount actually needed to make the desired improvements, to be expended as follows: —

For Property on each side of the North Ferry	$200,000 00
For two New Ferry-boats	100,000 00
For two New Slips	50,000 00
For two New Drops and Tanks	30,000 00
For Alterations of Present Slips	20,000 00
For New Head-House on East-Boston side	30,000 00
For Additions to Head-House on Boston side	10,000 00
For Dredging	10,000 00
For Contingent Expenses	50,000 00
	$500,000 00

Allow us to say that in twenty years the travel has increased as follows: —

From 16,070 to 27,874 foot passengers, daily.

From 1,569 to 2,473 teams, daily.

The recommendations made last year, for two New Drops, New Head-House and repairing of the Wharf on the East-Boston side of the North Ferry, we renew this year, as they are a necessity now, more than ever.

5th. The number of persons employed is as follows: A Board of five Directors, without pay, and the following with pay: 1 Clerk of Board, 1 Superintendent, and 128 Subordinates.

Respectfully, for the Board,

JOHN E. LYNCH,

President.

FIRE DEPARTMENT.

Office of the Board of Fire Commissioners,

December 27, 1889.

To His Honor the Mayor.

Sir: — Since January 1, 1889, to date, there have been 887 alarms, besides the several alarms that called almost the entire force of Boston and considerable outside assistance to the conflagration on Thanksgiving day. The loss incident to these alarms is not yet so far adjusted that the total can be stated with any accuracy. Until the large fire occurred, however, the loss was undoubtedly smaller than the average for several years back.

The expenditures of the Department for the twelve months, which include the draft for January, 1890, amount to $823,257.62. The appropriation for 1889-90 was $817,862; credits, $4,675.91;

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total, $822,537.91. The expenditures from May 1, 1889, to date, including the January draft were $580,998.70; balance, $241,539.21. The expenditures in the Fire Alarm Department, covering the same twelve months, were $34,803.40; appropriation for 1889–90, $35,054; expenditures from May 1, 1889, to date, $21,285.50, leaving a balance of $13,768.50, which will probably cover all demands upon this branch of the service for the remainder of the fiscal year.

Previous to the great fire of Thanksgiving day, the Commissioners expected to be able to conduct their department, with the money appropriated, up to the first day of May, 1890; but that visitation, it need hardly be said, confounded all their previous calculations, owing to losses of apparatus and unusual expenditure consequent upon the extraordinary service that had to be performed. An estimated deficiency has been submitted to the Government of $34,500, to cover apparatus and equipment, and $2,500 for extra coal and refreshments. With that assistance the Department should be able to finish the year, unless some unforeseen emergency arise.

The Commissioners have made to the City Council some comprehensive recommendations with a view to greatly increasing the efficiency of this Department, and their petitions have been met in a very friendly spirit. These recommendations contemplate a general strengthening of the Department in all sections of the City, and include a central headquarters, fire-proof, and of a capacity to accommodate the fire-alarm system and the offices of the Commissioners and the Chief, besides several pieces of apparatus, and several other new houses and companies in various sections of the city. The amount necessary to carry out these improvements is estimated at $510,000, already appropriated. This increase of companies and apparatus will of course involve

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an increase in running expenses. With the new Department year all the companies in East Boston, South Boston, Charlestown, Roxbury, and parts of Dorchester should be made permanent. The Commissioners have asked for what the Department immediately needs to perform its own proper duty; but they also ask your Honor and the City Council to use your authority to effect reforms in the rules and laws regulating the width of streets, the height and construction of buildings, and the manner of running and maintaining all kinds of electric wires. These are problems which the Commissioners cannot solve unaided.

The total number of persons now employed in this Department is 695, — a less number than formerly, for the reason that several companies have been made permanent, thus reducing the number of men on the various rolls.

The good feeling that has existed between all branches and grades of the Department still continues; the discipline and *morale* were never better; the drill school has been productive of excellent results, and it will make the force more and more efficient in the future. The houses of the Department were never before in as good condition as now, and with the double companies, increased service, and new and improved apparatus asked for, the Department will be on a basis to command the confidence of the public to a greater extent than ever before.

For the Board of Fire Commissioners,

ROBERT G. FITCH,

Chairman.

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HEALTH BOARD.

OFFICE OF THE BOARD,
12 BEACON STREET, December 28, 1889.

To His Honor the Mayor.

SIR: — In compliance with your request the Board of Health respectfully submits a statement of the work performed by the Department during the present calendar year, the facts as to its financial condition, and such recommendations as it deems proper for the greater efficiency of the Department.

The actual expenses of the Department for the calendar year, excluding the draft of January 1, 1889, but including that of January 1, 1890, have been as follows: —

Board of Health Salaries	$9,000 00
Clerk Hire	9,502 18
Messenger	598 00
Inspectors of Nuisances	21,577 33
Inspector at Abattoir	1,495 53
City Physician and Assistants	4,025 00
Small-pox Hospital	2,548 41
Disinfection	6,697 54
Nuisances	6,046 11
Urinals	5,417 22
Burial Grounds	4,776 43
Contingencies	2,188 58
Vaccination Virus	341 08
Horse and Vehicle, Board of Health	631 15
Horse and Vehicle, City Physician	991 72
Stationery	293 86
Printing	912 22
Advertising	56 90
Quarantine	16,075 07
Public Baths	16,084 31
Evergreen Cemetery	2,426 46
Total	$111,685 10

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The unexpended balance of the appropriation for the Board of Health Department, excluding the January draft, is $16,-602.23. Owing to unusual expenses on account of small-pox, that item has exceeded the amount appropriated for it. An amount not exceeding $2,500 may be required to meet the expenses of the financial year in addition to the regular appropriation.

The foregoing statement relates to the Board of Health appropriation alone. The appropriation for the Quarantine Department ($16,500); that for the Bathing Department ($16,000); and that for the Evergreen Cemetery ($1,500) will in each case be ample to meet the expenses in these several departments.

The health of the City, as indicated by the statement of mortality for the year, has suffered no deterioration. The total number of deaths for the year 1889 (estimating the mortality of the next three days) is 10,146, as compared with 10,197 in 1888, making the annual death-rate for each one thousand inhabitants (estimating the population of the city at 420,000) 24.15 against 24.57 for the previous year. Of the total number of deaths, 19.56 per cent. were from causes which are classed as preventable, the most prevalent of these being diphtheria, which accounts for 556 deaths; cholera infantum, 451 deaths; and typhoid fever, 183 deaths. There were 1,414 deaths from consumption; 856 from pneumonia; 435 from bronchitis; and 767 from heart disease. The deaths of children under five years of age were 35.58 per cent. of the total mortality.

There has been no epidemic in the City during the year, excepting the present one of influenza which, although not fatal in its character by itself, is nevertheless serious in the

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amount of sickness and disability which it is occasioning. It is not a disease which can be reached or controlled by public health authorities.

Small-pox, from which the City had been exempt for a long period, reappeared here in October under the most unfavorable circumstances. The ten cases discovered were in crowded tenement-houses, where a large number of people were exposed to the contagium. By prompt attention, however, the disease was prevented from spreading, and it has been wholly suppressed.

During the year the Board of Health, at the request of the City Council, made a special examination of the 181 school-houses of the City with special reference to their facilities for ventilation, and their condition in this and other respects was fully set forth in a report to the Honorable City Council. The recommendations therein made ought to receive the early attention of the City Government.

The rapidly-increasing work of the Department calls for a larger number of inspectors than the Board now has at its command, and in order to meet the demands made upon it the Board will ask for such an additional appropriation for the next financial year as will enable it to prosecute its work more effectively.

With the coöperation of other Departments the Board will also ask for such change in the law as will enable the City to secure a better sanitary condition of the private passageways throughout the City, which now receive such attention only as each abutter gives them.

The Board renews its recommendations that hospital accommodations be provided for the treatment of contagious diseases, and the isolation of infected persons, such accommodations to

be under the sole charge of this Board. It is only by such accommodations that the spread of these diseases can be prevented, and the excessive mortality from them reduced.

The total number of persons now employed in this Department is as follows: —

Board of Health roll	45
Public Baths: —	
In winter months	2
Quarantine	12
Evergreen Cemetery:	
In winter months	1
Total	60

Following is a summary of the work performed by the Department during the year: —

The number of inspections of houses and the places where nuisances have been complained of, is 12,353, the most of which have required more than three visits.

The number of tenement houses examined several times each is 6,982.

The number of school-houses examined is 181, and of this number 163 were measured and especially examined and reported to the City Council.

The number of ungrounded complaints against private premises, 901.

The number of courts, lanes, yards, vaults and cellars and houses disinfected is 90,122.

The number of dwellings found to be unfit for habitation and ordered to be vacated after many unsuccessful efforts to obtain a remedy is 128.

Of the 21 public urinals the ordinary repairs have been supplemented this season by the repainting of ten.

The care of the 17 cemeteries has been considerably extended by the removal of superfluous trees and shrubbery, and a more scrupulous cleaning up of the grounds.

The number of death certificates examined and burial permits given after such examinations from January 1, to December 27, is 10,009.

The number of permits given for the removal of bodies from our cemeteries is 328.

The number of fish pedlers' carts and the carts of grease collectors examined monthly with respect to their cleanliness and for the renewal of their licenses which are granted for one month at a time is 940.

The number of petitions received for the occupancy of stables is 230, of which number 33 were granted leave to withdraw. At the request of remonstrants hearings were had in 62 cases.

The matter of paving, repairing and other work in alleyways and on vacant lots has required a large number of hearings.

The number of cases of contagious diseases investigated by the City physicians is 2,000; the number vaccinated free of charge 2,501; medical visits in the county jail 1,500; medical examinations of candidates for Police and Fire Departments 345; medical visits at the Chardon-street Home 80.

An examination into the cause of death, where no physician was in attendance, was made in 530 cases.

The number of cases of contagious diseases among domestic animals investigated at the Abattoir, such as glanders and hydrophobia, is 9.

The Lying-in-Hospitals and Baby farms, 20 in number, have been licensed and inspected, as usual.

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The Public Bath-houses, 17 in number, were placed in use in June; used by 780,744 persons; and towed to winter quarters for repairs in October. One new house is now under construction.

The total number of vessels inspected in Quarantine is 581; the number requiring disinfection, 12; the number of immigrants vaccinated, 315; number of persons removed from vessels to the hospital, 9.

The hospitals at Gallop's Island have been painted and repaired.

The number of cattle inspected at the Abattoir is 49,657; Calves, 20,955; Sheep, 398,808. Meat inspected: Beef, 30,935 lbs.; Veal, 21,027 lbs.; Mutton, 368,537 lbs. Seized: Beef, 670 lbs.; Beef livers, 188. This inspection, which has been going on for 12 years, has until October 1st, 1889, been done by officers not scientifically trained for the work; but on October 1st, we instituted a more careful inspection of the animals and meat by a graduated veterinary surgeon whose vigilance and scientific work will prove of much value in detecting unhealthy meat.

Very respectfully,

THE BOARD OF HEALTH,

SAMUEL H. DURGIN, *Chairman.*

HEALTH AND STREET CLEANING.

OFFICE OF THE SUPERINTENDENT OF HEALTH,

12 BEACON STREET, December 28, 1889.

To His Honor the Mayor.

SIR: — In compliance with your request of the 23d inst. I respectfully submit the following statement: —

The work of the Health Department has been of the usual routine nature. There have been collected during the past year 227,325 loads of ashes, 70,476 loads of dirt, and 40,183 loads of offal.

In the Roxbury, West Roxbury, Dorchester, and South Boston districts the collection of ashes and garbage should be done with more regularity. To do this work properly, additional men and teams are needed. In the South district, there should be added 6 offal teams and 12 men, 10 ash teams and 20 men; at the West district, 2 ash teams and 4 men, 4 street-cleaning teams and 8 men; in the Roxbury district, 5 ash teams and 10 men, 4 offal teams and 8 men.

The cost of the additional horses, harnesses, feeding, shoeing horses, and labor, would be about $52,000.

Street Cleaning. — More work has been done than ever before during the past year, but the result has not been satisfactory. The streets cannot be kept in a cleanly condition until a stop is put to the horse railroads distributing gravel on their tracks; the sweeping of *débris* from stores into the streets; and the distributing of advertising cards, handbills, and posters. These advertisements are handed to passers-by and by them thrown into the street; the result is a litter of paper in the street.

An additional street-cleaning gang could be used to advantage. There is a call for more service of this kind in portions of the City. The gang necessary for this work should be 2 sweeping-machines, 1 water-cart, 7 carts, and 35 men. This would cost about $28,000.

This Department owns three teams which are employed in the conveyance of prisoners from the several station-houses to the Court-House and the boat. The teams should be under the

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charge of the Board of Police. I would suggest that they be transferred to said Board.

It is necessary that another Barney Dumping Barge should be purchased or leased, and additional wharf accommodation secured at once, as the dumping-grounds used by this Department are nearly filled.

A new offal depot is needed; the one in Roxbury, adjoining the Marcella-street Home, has become a nuisance to the neighborhood. The depot on Albany street we have outgrown. A new depot could be built on land owned by the City away from dwelling-houses, which would be convenient to both Roxbury and City teams.

The total number of persons employed in this Department is 576.

The actual expense of this Department for the year ending January 1, 1890, is $486,828.18.

Amount of appropriation 1889–90 . . .	$500,000 00
Amount expended to January 1, 1890 . .	334,275 82
Balance of appropriation	$165,724 18

The balance of the appropriation will be sufficient to do the work of the Department to the end of the fiscal year.

Respectfully,

GEORGE W. FORRISTALL,

Superintendent of Health.

HOSPITAL.

City Hospital, December 27, 1889.

To His Honor the Mayor.

Sir: — In accordance with your request of the 23d inst., I have the honor to present the following brief statement of the work and

expenditures of this Department during the past year, from January 1st to date: —

There have been treated in the wards 6,308 patients, as against 5,800 for the corresponding period of last year. The number of accidents have been 2,148, as against 1,770 for the previous year. The number of deaths have been 784, as against 776 during 1888.

The general character of our work has been, of course, the same as that in previous years, and there has been no special feature worthy of mention in this connection, except that the number of accidents and typhoid fever patients has been much larger than usual, and the contagious diseases, especially scarlet fever, have been very much less.

The increasing demand upon the Hospital for treatment of larger numbers of patients each year, without a corresponding increase in the number of beds, renders it necessary that a selection of cases should be made; and in giving the benefits of the Hospital to those admitted, it must necessarily follow that privileges are given to those who need it in the greatest degree, that is to say, those who are the most ill. This renders the character of the service more active, more acute, more expensive, and ultimately requires more money to care for the same number of patients than it would in some previous years where larger numbers of patients have not been so ill, and did not require so much labor and care.

There has been expended, during the present calendar year to date, $213,958.64. The appropriation for the present fiscal year, together with interest on trust funds, amounts to $230,510.42. There has been expended, during the present fiscal year to date, $156,309. The balance will be ample to carry us through the present year.

During the past year, the new building for the Out-patient

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Department, which will also be used as a new entrance office to the Hospital, has been completed. The appropriation for furnishing came so late in the year, and as the furniture necessary for such a peculiar building had to be made to special order, the building is not yet occupied. I am happy to say, however, that everything is now nearly ready, and we shall undoubtedly occupy it within two weeks. The appropriation for this purpose was $8,950. There has been expended $3,311.35, leaving a balance of $5,638.65, which will be enough to furnish the building ready for use.

It is confidently expected that this building will be superior to any other in this City, for the purposes for which it is intended, and will prove of great value and use in the relief of such of the sick poor as are not ill enough to be received into the Hospital.

Most out-patient departments connected with general hospitals in other large cities, are used as "feeders" for the hospital wards, and are largely maintained with a view to furnishing "material" for the clinical instruction of medical students. It has been our fixed policy here to use our Out-patient Department as a relief to the wards, and to avoid, if possible, the admission of such patients, thus obviating the boarding and nursing. It is confidently expected that the arrangements about to be established will enable us to treat a larger number of patients than heretofore, with more beneficent results, and with greater relief to the public.

We have continued our usual policy of renovating and purifying the Hospital wards and various departments during the past year. It is impossible to keep a house, habitually devoted to the care of the sick, in good sanitary condition, without pursuing

this fixed policy. While it is expensive at the time, it is undoubtedly economy in the end.

As to the needs of the Hospital prospectively, I beg to suggest the following, which, in the main, have either been formally asked for, or have been referred to in print: —

First: An electric light plant, for the purpose of lighting the Hospital by electricity. The arguments in favor of this have been presented both in the annual report of the Trustees and Superintendent, and in the annual estimates for this year the Trustees asked for $27,000 for the purpose of building such a plant. Our gas bills this year will amount to nearly $7,000. Every means has been attempted, that is possible, to reduce the consumption of gas, but the entire establishment must burn, during every night of the year, a certain amount of gas; and a large amount of night work, both in emergencies and in the regular routine, renders it impossible to avoid the use of a large amount of gas. It can be readily shown that the money expended and paid to the gas companies for three or four years' consumption, would amount to more than the first cost of a sumptuous electric plant. The avoidance of dangers from fire, the quality of light, the greater healthfulness of electric light over gas light, and the annual cost of maintenance, are all in favor of electricity. Nearly all hospitals of any size are now using electricity, both in our own City, and in other cities.

Second: The Annex to the central building. In the estimates furnished by the Trustees for the present fiscal year, there was included a request for $18,000 for the purpose of creating additional room for Hospital purposes, — a dining-room for Officers and House Staff, a medical library, library for patients, consulting-room for the Medical and Surgical

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Staff, and sundry other purposes. The Hospital has lately received legacies for the promotion and increase of the medical library. It also has a fund for a medical library for patients; but there is no suitable room, owing to the crowded condition of the Hospital, in which to place such a library. The Administration building has outgrown its capacity, and some relief must very soon be had. Such a building as has been proposed by the Trustees would accomplish all these purposes, and give us very great relief. If public benefactors liberally bestow upon the Hospital funds for such purposes, it would certainly seem reasonable that the City should provide accommodations to carry out the wishes of the donors.

Third: The acquisition of additional land for Hospital purposes. The Trustees, on December 16th, presented a memorial to the City Council in regard to taking possession of lands between East Springfield street and East Chester park, lying between Albany street and Harrison avenue. The City has the right, under a special act of the Legislature of 1889, to take such land. It could never be acquired at a more reasonable price than at the present time. Land must inevitably be had, not only for present, but for the future wants of the Hospital, not many years hence. The growth of the Hospital is evidently in the direction of this land, and every argument seems to point in the direction of acquiring this land.

Fourth: A Home for Convalescent Patients. On September 12th an Order was passed by the City Council, which was referred to the Committee on the City Hospital, directing them to report, — "first, on the expediency of establishing, in connection with the City Hospital, a Home for convalescent patients; and second, to recommend a suitable site." It is obvious that a Convalescent Home is desirable. Such Homes now exist in connection with

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other hospitals of this City, and although not so common in this country as in Europe, exist in considerable numbers. It is impossible, except at considerable length, to fully show the difficulties incident to the care of convalescent cases, after partial recovery from acute disease or injury. The demand upon the Hospital for acute cases and accidents has become so great that the alternative now exists either to refuse the admission of such needy cases, or to push patients partly cured or recovered, out of the Hospital. There are very large numbers of patients who are willing and ready to resume work when able, but are without suitable home accommodations, — such as mechanics, workmen, salesmen, domestics, and the like, who barely have money enough for more than one or two weeks' support. The City has no place to provide for such cases, other than to treat them as paupers, and send them to Rainsford's Island. If a suitable place existed, where such patients could go and stay from one to three weeks, away from the atmosphere of the sick-ward, where they would enjoy good air, good food, and recuperate, on leaving the Convalescent Home, they could immediately resume their work.

The Trustees, or myself, have visited about twenty locations within the City limits, and have spared no pains and trouble to find a suitable site. The Trustees now, however, are prepared to recommend the purchase of an estate in Dorchester, near Milton Lower Mills. The estate is at present the property of Asaph Churchill. It is on the eastern side of Dorchester avenue, and is an irregular shaped piece of 653,400 feet, running eastward, nearly to the Shawmut branch of the O. C. R.R. The estate already has a three-storied house, occupied by the present owner, which cost $20,000. There are also barns, and other out-buildings. Part of the estate is improved, and part is woodland. It possesses many points desirable for the location of a Convalescent Home. It is

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retired, is sightly, is near City water and sewerage, has good views, and is so located that a Convalescent Home could be built upon it at the present time, leaving sufficient land, where, in the future, if thought desirable, a Home for Incurables might also be built. This land has been bonded for a limited time, is assessed for $20,000, and the price asked by the owner is $30,000. This, in the judgment of the Trustees and experts who are familiar with the prices of suitable locations, seems to be not only reasonable, but very cheap. It is so situated that patients could get into the horse cars at the Hospital door and go directly to the entrance to these grounds.

Fifth: A new stable has been recommended for six consecutive years, and the demand is more urgent now than in any preceding year. Our accommodations for both man and beast are wretched; and while other Departments of the City have asked for and obtained suitable stable accommodations, our necessities yet remain.

I have the honor to be,

Your obedient servant,

G. H. M. ROWE,

Superintendent and Resident Physician.

INSTITUTIONS OF CHARITY AND CORRECTION.

Office of the Commissioners,

14 Beacon Street, December 28, 1889.

To His Honor the Mayor.

Sir: — In compliance with Circular 35 I have the honor to present the following information and recommendations.

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Deer-Island Institutions.

There have been no extensive repairs made at the Island during the year.

Ten hundred and twenty-four persons who had been committed for the first time for drunkenness, were pardoned after serving ten days each, and but 68 of that number were recommitted.

The number of inmates remaining at the House of Industry this day is 1,149.

The number of truants has increased, the number remaining being 89, an increase of nearly 50 per cent. The same is true of the House of Reformation. The number remaining this day is 89, an increase of nearly 50 per cent. over last year at the same time. The income, especially in the Stone Department, has increased.

Home for Paupers.

The male paupers were transferred from Rainsford to Long Island, and the female paupers from Long Island to Rainsford, on November 7th.

The expense incurred in preparing the buildings at Rainsford, for the reception of the females, was considerable, principally for new plumbing, steam-heating apparatus, and for the renovation of the hospital building, as well as for new drains. This expenditure was paid from the regular appropriation.

Forty-seven (47) inmates were found at this Institution who had no legal settlement in Boston, and had been supported by the City for various periods. They were transferred to other places where they belonged, or, where no

settlement was established, to the care of the State, thereby relieving the City from their further support.

The number of inmates remaining is 842: Men, 378; women, 464.

Cochituate water was introduced at Long Island on August 22, and although the expense to the Institution will be large, its convenience and safety will be enhanced.

The transfer of male paupers to Long Island will furnish labor for such inmates as are able to work, and increase the product of the farm, which comprises nearly 200 acres.

House of Correction.

At this Institution somewhat extensive repairs have been made, including new chimneys, new roof, and overhauling the drains.

An increase of income will be shown in the report of the year, although the remuneration for labor has been much obstructed by recent legislation.

The average number of inmates for the year is 545 compared with 533 for 1888.

Lunatic Hospital.

To this Institution, that one formerly known as "Retreat for Insane" has been added. They are now under one Superintendent. The transfer of authority was made on August 31.

Twenty-six patients, whose legal settlements were in other cities and towns, or who were State charges, many of whom had been supported by the City for years at one or the other of the above Institutions, have been discharged, and

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committed to State Hospitals after medical examination. Number remaining, 307. Of these 127 were at the "Retreat."

Marcella-Street Home.

A new water main was laid and a few other necessary repairs were made here.

An examination of the histories of the inmates is now being made, with a view to make proper disposition of those who have no legal claim for support by the City.

The number of inmates remaining this day is 384.

Almshouse at Charlestown.

Few changes are to be noted at this Institution, such repairs only as were necessary for the comfort of the inmates having been made.

Six (6) inmates without legal settlement in Boston were found, and sent to the State Almshouse.

Steamer "J. Putnam Bradlee."

The steamer is in good condition, and is performing daily service.

Pauper Expenses.

The Board is paying the Commonwealth for the support of nearly 700 insane persons belonging to Boston who are at the various State Hospitals or boarded out in families.

Expenditures.

The expenditures for the Institutions, the Steamer, Paupers, and Office work, beginning with the February draft of 1889, and including the draft for January, 1890, are as follows: —

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House of Industry	$162,099 89
Lunatic Hospital	53,564 43
Marcella-street Home	49,073 08
Retreat for Insane	30,824 61
Home for Paupers	70,974 77
Almshouse, Charlestown	16,377 14
House of Correction	97,661 67
Pauper Expenses	153,329 64
Steamer Expenses	20,519 90
Office Expenses	15,860 93
	$670,286 06

UNEXPENDED BALANCES.

House of Industry	$9,955 99
Lunatic Hospital	13,808 50
Marcella-street Home	13,144 49
Retreat for Insane	10,350 71
Home for Paupers	20,764 58
Almshouse, Charlestown	8,857 14
House of Correction	25,344 93
Pauper Expenses	22,736 37
Steamer Expenses	1,412 91
Office Expenses	5,526 79
Total	$131,902 41

There will be required additional appropriations, as follows: —

For House of Industry	$10,000 00
For Pauper expenses	15,000 00
	$25,000 00

The above amounts, with the transfers of unexpended balances from other Institutions under our charge, to the appropriation for the House of Industry, in the judgment of the Board will be sufficient for the remainder of the present fiscal year.

The Commonwealth presented a bill against the City for the

care of insane persons, amounting to $24,717.59, which accumulated from May, 1884, to October, 1888; provision should be made for its payment at an early day. A request was made for the amount by our predecessors, but the City Council failed to make the appropriation therefor.

The Board would recommend an amendment to Chapter 22, Acts of 1886, by which those now in the House of Reformation may also be removed from association with adult criminals, and provided for, if deemed expedient, in a separate building, but in the same enclosure as the truants, to be cared for under the general supervision of one superintendent.

A new Hospital is imperatively needed on Long or Rainsford Island. The number of cases requiring hospital treatment now number 150, and the present accommodations are not sufficient.

The necessity of a new Lunatic Hospital has been made a matter of recommendation by our predecessors for more than twenty years. This Board is now preparing a reply to a request of the City Council "to give an opinion on the needs of a new Hospital," which will be forwarded without delay.

The Board recommends that a sewer be built from the buildings at the Retreat for the Insane, to connect with the main sewer.

If the House of Correction is to remain in its present location, it is recommended that a new wing be built, and a separate building be erected to contain cells for noisy and refractory prisoners, as the present solitaires are poorly located, and insufficient in number and size.

The number of persons employed in this Department is 293.

Respectfully submitted,

For the Board,

THOMAS L. JENKS,

Chairman.

LAMP DEPARTMENT.

OFFICE OF THE SUPERINTENDENT,
December 28, 1889.

HON. THOMAS N. HART, *Mayor.*

SIR: — The year 1889 has been one of great activity in the Lamp Department. There have been located the past year 94 electric lights, making a total of 798 now in use.

A very large number of gas lamps has been discontinued in consequence of the location of the electric lights during the year. Some have been transferred to the rapidly growing wards of the city. Yet the total number of gas lamps is 9,874, against 10,104 a year ago, or 230 less than a year ago.

A very large number of oil lamps have been located in the suburban districts, and a large number of those previously existing have been changed from oil to gas, so that the total number is now about the same as a year ago.

That a very large amount of work has been done in the location of new lamps may be judged by the fact that the amount expended for underground work, such as laying pipe and setting posts, is $7,491.97, the largest since 1877.

The expenditures of the Department for the calendar year have been $593,499.17, as against $548,714.53 in 1888.

The appropriation for the fiscal year, which ends on the 30th of April next, is	$593,081 00
Amount expended	418,735 40
Balance unexpended	$174,345 60

The amount expended in 1889, from January to April 30, was

$175,062.83. The balance of the appropriation will be sufficient to meet the anticipated expenditures for the remainder of the year, notwithstanding the largely increased number of electric lights now existing.

I would respectfully suggest, that if a statute law could be enacted, making a crime, with a suitable penalty attached, of the malicious breaking of the public lamps, it would have a good effect in all Cities and Towns of the Commonwealth.

An ordinance providing that no posts shall be erected in the streets within 10 feet of any public lamp post, would prevent many obstructions to the lighting of the streets.

Ordinances substantially of this character are in existence in New York.

The number of persons employed in this Department at the present time is 161, viz.: —

Superintendent	1
Clerks	2
Drivers	3
Repairers	3
Hostler	1
Lamplighters	151
	161

Respectfully submitted,

GEORGE H. ALLEN,

Superintendent of Lamps.

LAW DEPARTMENT.

Office of the Corporation Counsel, December 28, 1889.

Hon. Thomas N. Hart, *Mayor.*

Sir: — In reply to Circular No. 35, I have the honor to report that: —

1. The actual work of the Law Department during the year 1889 has been its usual and regular work, much increased, however, in several directions, especially in matters and questions under the Ballot Act, and in matters connected with the Charles-river bridges; and also in the work (by order of the City Council) of revising the Ordinances of the City.

2. The actual expenses were $27,399.45.

3. The unexpended balance, $7,700, is expected to be sufficient for the remainder of the financial year.

4. We have no special recommendations to submit.

5. The total number employed (including a messenger) is nine.

Respectfully submitted,

JAMES B. RICHARDSON,

Corporation Counsel.

LIBRARY.

Public Library, December 28, 1889.

To His Honor Thomas N. Hart, *Mayor.*

Sir: — The Trustees of the Public Library of the City of Boston have the honor to acknowledge the receipt of Circular No. 35 from your office, dated the 23d of December, and in reply, to report as follows:

There were added to the Library during the eleven months

ending December 1st, 21,317 volumes, making the whole number of volumes, exclusive of unbound books and pamphlets in the Library on that date, 526,727.

There were loaned from the Library during the eleven months ending December 1st, 972,238 volumes, or 50,167 more than during the same period last year. During the same time there were loaned for use in the reading rooms 562,586 periodicals, an increase of 45,642 in eleven months.

The number of books bound during the eleven months ending December 1st, was 26,234. The number of volumes catalogued during the same period was about 30.000. During eleven months 15,203 persons have been registered and received cards entitling them to draw books from the Library for home use. The whole number of persons registered is 68,303.

On the 11th of March a new delivery station was opened at Allston, so that there are now eight branch libraries and eight delivery stations. Three of the delivery stations have reading rooms attached to them.

The Library force has not been increased during the year, and it consists at present of 153 persons, including the five Trustees who serve without compensation.

On December 16 Bates Hall was opened in the evening for the first time in the history of the Library. The attendance has been satisfactory, and indicates that the opening of the Hall in the evening was a wise measure, which will prove a public benefit.

The amount expended for the Library for twelve months, excluding the draft of January 1, 1889, and including that of January 1, 1890, was $149,527.96. The unexpended appropriation is $34,888. The work of the Library for the remainder of the fiscal year cannot be properly and efficiently performed

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with the present available appropriation. The Library has increased in size and use so rapidly that the sum which some years since would have been ample for all purposes, is now utterly inadequate. At the beginning of the financial year the Trustees submitted to the City Government a careful and economical estimate of the sum of money needed for the year. Owing to the exigencies of the City finances the sum appropriated was $20,000 less than this estimate, which time has shown was under, rather than above, the amount needed. The Trustees are therefore obliged to ask for an additional appropriation of $25,000 for current expenses, in order to enable them to carry on the work of the Library efficiently and properly during the remainder of the financial year. A considerable part of the increase required over the estimate is due to the sum which, in light of late events, the Trustees consider of absolute necessity to expend in order to guard the priceless treasures of the Library against danger from fire. The other main items for which there is urgent need of an additional appropriation are, briefly, the purchase of books, lighting, binding, transportation, printing the Bulletin and catalogues, preparing maps, and providing conveniences for using them properly, extra service to catalogue and locate the books received and bound during the year.

The Trustees desire to call the attention of your Honor to the sale at auction, on the 3d of February next, in New York, of the most important collection of books relating to American history ever yet sold. This library was collected by the late Samuel L. M. Barlow and has a world-wide reputation.

The basis of the collection was formed by the late Colonel Aspinwall, of Boston, who was consul at London from 1816 to 1854, where he had unequalled opportunities for obtaining rare books relating to America. After Mr. Barlow became owner of

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Colonel Aspinwall's collection some years since, he applied his ample income to its enlargement and completion, and the dispersion of several old libraries in England afforded him facilities not enjoyed by Colonel Aspinwall.

The catalogue contains 1,784 titles of books and manuscripts, a large number of which are not found in the Public Library, but which are highly necessary to enable it to maintain its rank among the great libraries of the world and to meet the just demands of the people of Boston, and to add to the attractions of the Library. Any account of the Barlow Library, save the most general, would be out of place here. It is perhaps sufficient to say that it covers the whole field of American history from Columbus to the present day, and could it be placed in the Public Library beside the Barton Collection of Shakspeariana, the Ticknor Collection of Spanish literature, the Quincy and Everett collections of Congressional Documents, and the Bowditch Collection of Mathematics, it would not only add to its symmetry but to its use and prestige.

An opportunity to purchase such books is not likely soon, if ever, to occur again. It would therefore be a breach of duty on the part of the Trustees if they did not lay the matter before your Honor, and respectfully advise and urge that suitable and special appropriation be made to enable them to secure such part of the Barlow Library as is necessary for the purposes before mentioned.

The New Library Building.

Work on the new Library building, which was suspended on the 25th of December, 1888, was resumed on the 15th of March last, and since that time has proceeded satisfactorily. The walls have now reached the level of the Bates-Hall windows. Contracts

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have been made for substantially all the stone and brick work, which is to be completed by the 1st of January, 1891, when the Trustees hope that the building will be roofed in.

The amount expended upon the new Library building during the past year (excluding the draft of January 1, 1889, and including that of January 1, 1890) was $311,839.24; the amount previously expended was $95,696.08; making a total expenditure to January 1, 1890, of $407,535.32.

The amount appropriated by order approved May 12, 1888, was $368,854.89; and by order approved March 18, 1889, was $1,000,000; making a total appropriation of $1,368,854.89.

Contracts are already awarded to the amount of $790,185.24; leaving an available balance of $171,134.33.

THE TRUSTEES OF THE PUBLIC LIBRARY
OF THE CITY OF BOSTON, by
S. A. B. ABBOTT,
President.

MARKET.

OFFICE OF THE SUPERINTENDENT, FANEUIL HALL MARKET,
December 28, 1889.

HON. THOMAS N. HART, *Mayor.*

SIR: — In reply to your communication of the 23d inst. I would respectfully report that the portion of the buildings used for Market purposes is in good repair. Many improvements, which have been made at the expense of the lessees, have been completed during the year. The rents are paid promptly. The regulations of the Market are cheerfully complied with, and its well-established reputation for honorable and fair dealing fully sustained. There should be at an early day some arrangements made for an improved system for the drainage of the Market, as that in use at the pres-

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ent time is not what it should be. The gas-pipes in the Market are in bad condition, having been in use for many years, and being badly corroded, owing to the dampness and large quantities of salt used about the building. The experiment of lighting the passage-ways of the Market with incandescent lights is now being tried, and gives general satisfaction.

The income from the Market Department for the fiscal year 1889–90 will be $85,400. The expenditures for this Department for the calendar year 1889 have been $9,626.87. The appropriation for the fiscal year 1889–90 is $9,750, which includes the amounts paid for salaries, gas, water, and incidental expenses. Of this sum there remains unexpended $2,734.11, which will be sufficient to meet the wants of the Department for the balance of the year. The pay of the police-officers of this Department ($3 per day) has always been regulated by that paid the regular police force, and as their labors are as arduous in every respect as those of the regular police, I would recommend that an increase be granted them for the ensuing year.

There are now employed in this Department, —

One Superintendent,

One Deputy Superintendent,

One Weigher at City Scales,

Three Department policemen, and

One watchman for extra duty.

Respectfully,

GEORGE E. McKAY,

Superintendent of the Faneuil Hall Market.

MESSENGER.

Office of the City Messenger, City Hall,
December 27, 1889.

Hon. Thomas N. Hart, *Mayor of the City of Boston.*

Sir: — In reply to Circular 35, dated December 23, I would respectfully submit answers to questions, as follows: —

1st. The ordinary work done by this Department for the calendar year 1889 has been the general care and cleaning of City Hall; attendance at the meetings of both branches of the City Council and numerous committee meetings, several of which have held very late sessions; the care, custody, and delivery of all City documents, pamphlets, and minutes of the City Council, printed for the use of the Council, and also the care, custody, and delivery of the nineteen volumes of the Record Commissioners' Reports and reprints, and keeping a record of each book delivered. The total number of meetings of the Board of Aldermen for the present year is 58, total number of meetings of the Common Council 40, total number of committee meetings, up to December 28, inclusive, 1,175. The extraordinary work performed by this Department has been the caring for and displaying of the City flags on all public holidays, etc., and caring for ropes and stakes used on public holidays and other days by the military and other organizations. Two new flag-staffs have been erected, and one repaired. Extra work has been performed by this Department in connection with the reception of the City's guests, namely: The President of the United States, the International American Congress, the Mayors' Club, the officers of the United-States Squadron of Evolution, and others. On the 17th of June,

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the Fourth of July, and the recent State and City elections, a large amount of extra work has been performed by this Department.

2d. The actual expense of this Department for the past year, including the January draft for the year 1890, has been $21,957.23.

3d. The unexpended appropriation for this Department, January 1, 1890, amounts to $6,218.77.

4th. I would respectfully recommend that the dome and upper stories of City Hall be made fire-proof, for, if a fire should occur at any time in the dome of this building, it would be liable to do considerable damage before the same could be extinguished. Frequently, fires have occurred in City Hall, caused by electric-light wires coming in contact with other wires. Within the past few days I have caused all telephone wires running into City Hall, except those used by the Fire Department, to be supplied with a patent safety fuse, as a protection against fire.

5th. The total number of persons employed in this Department is 19, all of whom receive salaries, and, in addition to this number, there are 2 Lieutenants of Police and 5 house watchmen, who, by ordinance, are placed in charge of this Department, to protect City Hall, and to preserve order in any part thereof. The two Lieutenants receive a sum of $200 each per annum from this Department, for attending the meetings of the Board of Aldermen and Common Council.

Respectfully submitted,

ALVAH H. PETERS,

City Messenger.

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MILK AND VINEGAR.

INSPECTOR'S OFFICE, December 27, 1889.

HON. THOMAS N. HART, *Mayor of Boston.*

SIR: — I have the honor to submit the following brief report of the work of the Department of Inspection of Milk and Vinegar for the year 1889.

During the past twelve months nearly twelve thousand samples of milk, butter, and vinegar have been collected and subjected to examination. In the obtaining of these samples all parts of the City have been constantly visited by the collectors employed by the Department. When analysis has shown the articles to be not of good standard quality, such action has been taken in each case as has seemed advisable to bring about improvement in the future.

To this end 535 warnings have been issued, and 317 complaints have been entered in the courts.

As a result of these complaints, between seven and eight thousand dollars have thus far been paid in fines, and at the same time a great improvement has been observed in the quality of milk and vinegar, particularly in certain districts where hitherto adulteration has been extensively practised.

The number of licenses issued to dealers in milk and oleomargarine since January 1 is 1,198, for which $599 have been received.

The expenditures of the Department have amounted to $9,478.20, and the unexpended balance of the appropriation, $2,055.82, will be sufficient for the proper continuance of the work to the end of the fiscal year.

There are at present employed by the Department, in addition to the Inspector, a clerk, a chemist, and two collectors.

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To increase the efficiency of the work, I would recommend that the Department be provided with a horse and wagon for the use of the collectors. As must be evident, the latter being on foot, are at a great disadvantage in collecting samples from wagons whose drivers may, and often do, whip up their horses to escape inspection. In certain outlying districts it is impossible to make early morning collections without a conveyance, and at present this is done with the aid of a herdic, the expense of which is not inconsiderable.

Respectfully,

CHARLES HARRINGTON,

Inspector of Milk and Vinegar.

PARK DEPARTMENT.

COMMISSIONERS' OFFICE, 85 MILK STREET,

December 28, 1889.

HON. THOMAS N. HART, *Mayor.*

SIR: — In reply to your request for information regarding the operations of the Department for the past year, as called for by circular letter No. 35, for publication with the inaugural address, the Board has the honor to submit the following: —

The actual work done by the Department in the calendar year 1889 is as follows: —

Wood Island Park, East Boston. — The approaches from Neptune bridge on the Park grounds have been partially graded with material taken from the site of the proposed play-ground on the northerly slope of the park. The work is being done under a new laying out by the landscape

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architects, which will effect a saving in the construction of the park.

Marine Park. — The pier-head, a contract for which was let early in the season, is nearly completed. Four spans have been added to the iron pier, and a contract has been made for the remaining span to be placed in position when the pier-head is finished. The Board has made a contract for 200,000 cubic yards of filling under which about 20,000 cubic yards have been deposited.

Charlesbank. — The grading and planting has been finished, the Gymnasium completed and opened to the public, a building for use in connection with the Gymnasium and for administration purposes erected. Gas lamps have been placed along the embankment wall, and one hundred park-settees arranged along the walks. The girls' Gymnasium ground is ready for the building and the apparatus, and the children's play-ground is nearly completed.

The *Parkway*, Back Bay Fens. — Audubon road on the westerly side of the upper basin has been finished for a distance of 1,700 feet from Agassiz road, and the adjoining slopes and large island planted. On the easterly side the slopes have been completed and mostly planted from Agassiz bridge to the new Stony-Brook outlet, the walk graded and partly built, and, except for a short distance near the Stony-Brook outlet, the slopes around the southerly side of the basin to the location of the Fen bridge have been graded and loamed ready for planting. The walk on this side has also been graded. The channel has been dredged and the shores completed up to the proposed Fen bridge at the point where the Parkway is to turn towards Brookline avenue. Excavations for the foundations of the bridge have also been made. The

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curbstones and paving blocks for the Fenway from Agassiz road to the new outlet of Stony Brook have been purchased, and are on the ground, and a large amount of road material has been prepared for use next year. The Sewer Department has also partly built the abutments and piers for the Stony-Brook bridge. The question occurs whether the Sewer Department is to build this bridge. The Board does not see how this work can be said to belong to the Park Department, inasmuch as Stony Brook was led into the Parkway at this point by the Sewer Department, and this necessitated the bridge, there being already another channel of Stony Brook into the Fens.

Arnold Arboretum. — The driveway from the present drive to Walter street has been graded for about three-quarters of the distance, — about 2,000 feet, — including the building of one culvert.

Franklin Park. — The Playstead Shelter and the grounds and walks about it were finished, and, together with the Playstead, were opened to the public on the 12th of June with appropriate ceremonies.

The Walnut-avenue entrances were also finished early in the season, and the grounds about them planted. A rustic fountain of field-stone, supplied with water from a neighboring spring, was erected near the Playstead road.

The old Trail road entering the park from Seaver street, opposite Humboldt avenue, has been finished and the slopes graded.

The Valley Gate to the Country Park and about 3,500 feet of the park wall on the line of Glen lane have been completed. Glen lane (for heavy traffic) has been graded for two-thirds of the distance across the Park, and about half

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the whole length of the road macadamized and furnished with edgestones and gutters.

The Circuit drive has been completed and opened to travel from the Valley gate to Walnut avenue near Ellicott street — about one-half mile — the slopes graded and some of the adjacent walks built. This included Ellicott Arch which carries the drive and ride over the walk from Williams-street entrance to Ellicottdale. The ride has been partly subgraded along this part of the Circuit drive.

The Circuit drive from Walnut avenue, near Ellicott street, has been subgraded to the road leading to the dairy and Scarborough Hill, and the subgrading of this road is now in progress.

Ellicottdale has been cleared of stone, drained and mostly graded.

The upper part of the valley southerly from the Valley gate, including the old location of Williams street, has been cleared and graded, and the main line of the Park drainage has been extended.

There is but little more required to finish the surface of the Country Park, as it is designed to be left for use by the public, and the Board hopes that it can be finished next season, not including the circuit drive from Scarborough Hill around the southerly and easterly sides to Glen lane.

A flock of 56 sheep has been obtained for the Country Park, and a temporary sheep-fold provided.

The actual expenses of the Department for 1889 were: —

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FOR PARK CONSTRUCTION.

Franklin Park	$229,242 66
Back Bay Fens	98,397 08
Marine Park	90,796 13
Charlesbank	25,923 04
Arnold Arboretum	9,029 41
Wood Island Park	7,569 98
	$460,958 30

FOR PARK MAINTENANCE.

Franklin Park	$17,228 22
Back Bay Fens	12,256 19
Charlesbank	4,300 35
Arnold Arboretum	3,661 64
Marine Park	3,660 74
Wood Island Park	3 30
	$41,110 44
For Park Nursery	5,408 49
For Department Expenses	6,140 33

The unexpended balances of appropriations December 28, 1889, are: —

Balance of the 3d instalment of the Loan for Park Construction	$40,898 83
Balance of appropriation for maintenance, including revenue appropriated to maintenance	6,957 04
Balance of Department appropriation	3,124 89
Balance of Nursery appropriation	1,648 99

These balances of the general appropriations the Board thinks are sufficient to continue the work of the Department to the end of the fiscal year, April 30, 1890, without further aid.

To carry on the work of Park construction the yearly instal-

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ment of the loan for 1890 will have to be drawn upon in February.

The Board would recommend that the City Council be urged to pass the order for a loan of $600,000, outside the Debt limit, as authorized by the Legislature in 1887, for the purchase of additional land required for parkways connecting Back-Bay Fens, Franklin and Marine Parks, especially in view of the fact that each year's delay enhances the price of the lands to be acquired, and so increases the cost; and of the fact that the extension of the Back-Bay Fens as planned cannot proceed unless additional land is first purchased.

The Board would also suggest that an early construction of the bridge required at the new outlet of Stony Brook, by the Sewer Department, will enable the Board to finish its work in the vicinity now suspended; and that the placing of edgestones around the areas reserved for planting on Commonwealth avenue, by the Paving Department, must precede the work of this Department in planting the areas which are now in its charge.

The number of persons now employed in the Department, including all heads and Commissioners, is 535.

Respectfully submitted, for the Board,

BENJAMIN DEAN,

Chairman.

POLICE DEPARTMENT.

Board of Police, 7 Pemberton Square,

December 27, 1889.

Hon. Thomas N. Hart, *Mayor.*

Sir: — The number of persons arrested during the year ending November 30, to which date the statistics of the Police Depart-

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ment are made up, was 40,066, an increase of 4,057 over the preceding year. Of this number, 31 per cent. were non-residents. The number of males arrested was 34,283; of females, 5,783.

The value of property reported stolen was $72,822.64, being $6,890.73 less than in 1888, and the amount recovered by the police, that was stolen in and out of the city, was $122,330.58, being $37,973.82 more than in 1888.

In the license year, beginning May 1, there were 780 places licensed, not including druggists' and club licenses. This is 1,010 less than in 1888.

There were 144 officers appointed on the force, including 59 reserve men; 18 were discharged; 5 resigned; 6 retired on pension; and 9 died.

The work of introducing the police signal-system was completed. The entire City is now equipped. Wagon-houses are now being built in Divisions 7 and 11, but as yet no provision has been made for the accommodation of patrol-wagons in Divisions 12, 13, and 16.

The expenses of the Department for the calendar year, including the draft for January 1, 1890, were $1,151,139.65. The balance of appropriation unexpended is $321,162.29. This will not be sufficient to meet the expenses for the remainder of the financial year, and the Board will require the full amount called for by the requisition for the present year.

The number of persons employed in the Department is 906.

Respectfully submitted,

A. T. WHITING,

Chairman.

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POOR, OVERSEERS OF.

OFFICE OF THE OVERSEERS OF THE POOR,
December 27, 1889.

HON. THOMAS N. HART, *Mayor.*

SIR: — In reply to Circular No. 35 the Board of Overseers of the Poor reports as follows: —

Number of families aided —

January	1,723	July	954
February	1,743	August	907
March	1,618	September	948
April	1,083	October	986
May	998	November	1,018
June	1,017	December	1,369

In addition to furnishing out-door relief to the poor at their homes, and burial of the dead, the Board has charge of the Charity Building, the Temporary Home for women and children, and the Lodge for Wayfarers for men.

The Charity Building is occupied by the Overseers of the Poor, the State Aid Paymaster, the City Physician, and various private charitable organizations, it having been built to bring together the most important charitable agencies, and thus enable them to work together for the common good.

At the Temporary Home 3,722 women and children have lodged, and 15,515 meals have been furnished to others.

The Lodge for Wayfarers has lodged 30,704 men, and furnished 73,140 meals. The beneficiaries have worked for the relief furnished. Over 1,800 cords of wood have been prepared and sold during the year.

The Board has a grocery department connected with the

Charity Building, from which most of the supplies for the poor are delivered.

Medical attendance and medicine are furnished in the outlying districts of the city not covered by the Boston Dispensary.

The expenses of the Department for the year 1889 amount to $109,410.83.

The unexpended appropriation is $45,812.21. The Board believes this amount to be sufficient for the calls to be made upon it for the balance of the fiscal year.

The Board consists of 12 members who serve without pay. It employs a Secretary, Treasurer, 4 Clerks, 7 Visitors, 2 Agents, 5 Physicians, 2 Storekeepers, Engineer, and Janitor. At the Temporary Home, a Matron, Assistant Matron, Janitor, and Cook are employed.

At the Lodge for Wayfarers, a Superintendent, Cashier, Steward, and such temporary employees as may be needed from time to time, averaging 19.

The Trust Funds in charge of the Board are carefully invested, and the income expended in accordance with the directions of the donors.

In behalf of the Board of Overseers of the Poor,

THOMAS F. TEMPLE,
Chairman.

PRINTING.

Office of the Superintendent of Printing,
City Hall, December 26, 1889.

Hon. Thomas N. Hart, *Mayor.*

Sir: — The actual work done by this Department in the calendar year 1889 consisted of the printing of various blanks

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and books in use in the different Departments, and the regular documents for the use of the City Council; and the purchase of stock consumed in the production of the same.

In addition, the following volumes and maps were issued: —

1,500 copies Crispus Attucks Memorial,
5,720 " Sheridan Memorial,
1,500 " Old State House Memorial,
2,500 " Bunker Hill Tablets Memorial,
1,000 " Statutes Affecting City of Boston,
1,500 " Digest of Building Laws,
19 volumes Record Commissioners' Reports (500 copies each),
2 editions of Colonial Laws,
1,000 Maps of Town of Dorchester,
500 Large Maps of Boston, and
2,000 Ward Precinct Map Books.

The actual expenses of the Department for the same period (excluding draft of January 1, 1889, and including draft of January 1, 1890) were $64,805.19.

The unexpended balance for the fiscal year ending April 30, 1890, of the Printing Appropriation proper, is . . .	$6,883 09
The estimated income for the balance of year is . . .	3,000 00
Record Commissioners' item, unexpended balance, is . .	5,176 16
Total	$15,059 25

It is expected that the foregoing sum will be barely enough to carry the work of the Department through to the end of the year; but as the Superintendent has no control over the expenditure of the appropriation, and merely conforms to all legal orders of the City Council in expending it, the City Council will have to provide for any deficiency which may occur.

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The Superintendent believes that greater efficiency of the Department would be secured if the employment of an additional clerk were permitted, and the appropriation for Printing and Stationery of the several Departments, not specially exempt by law, consolidated in the Annual Estimates under the general heading of Printing and Stationery; the control of the expenditure of the whole to be given to the Superintendent of the Printing Department. By this means better terms for the purchase of Stationery supplies might be made, and a more satisfactory supervision obtained.

The total number of persons employed in the Department is three, as follows: The Superintendent, a clerk, and the indexer of the Minutes of the City Council.

Respectfully,

THOMAS J. LANE,
Superintendent.

PROVISIONS, INSPECTION OF.

OFFICE OF INSPECTOR, December 26, 1889.

HON. THOMAS N. HART, *Mayor of Boston.*

SIR: — In response to Circular 35 I report the amount and the kind of articles of food that have been condemned and destroyed by this Department during the past year.

Whole number of seizures, 982.

3,379	pounds of	Veal. (Immature.)
870	"	Veal. (Tainted.)
9,052	"	Poultry.
163	"	Pork.
1,854	"	Fish.

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36,740	pounds of	Dates.
624	"	Mutton.
1,158	barrels of	Potatoes.
180	"	Cabbage.
1,343	"	Spinach.
9	"	Peas.
33	"	Beans. (String, Wax, etc.)
10	"	Cucumbers.
1	"	Lobsters.
2	"	Lettuce.
2	"	Radishes.
1	"	Kale.
1	"	Oranges.
12	"	Pears.
4	"	Apples.
7	"	Pineapples.
103	"	Cantaloupes.
3	"	Egg-plant.
14	"	Cauliflower.
4,472	boxes of	Beans. (String, Wax, etc.)
416	"	Peas.
24	"	Oranges.
60	"	Summer Squash.
53	"	Apples.
28	"	Peaches.
40	"	Cucumbers.
55	"	Tomatoes.
329	quarts of	Strawberries.
1,076	"	Berries. (Blue and Black.)
25	gallons of	Oysters.
2,585	dozen	Eggs.

59 baskets of Peas.
120 jars of Lobster.
120 cans of Corn.
24 " Tomatoes.
72 " Sardines.
16 " Grapes.
48 Curlew.

The actual expense of the Department for the period mentioned has been two thousand two hundred $\frac{30}{100}$ dollars ($2,200.30). Of the sum appropriated for the Department, there remain unexpended eight hundred fifty-nine $\frac{76}{100}$ dollars ($859.76), which I believe is sufficient for the needs of the Department for the remainder of the fiscal year.

Much difficulty has been experienced in carrying out the provisions of Section 2 of Chapter 58, Public Statutes, because of the doubtful meaning of said section, and I would suggest that it be so amended as to place the expense of removing articles seized as unfit for food under this section upon the owner or person in whose custody they may be found at the time of seizure.

In this Department there is but one person employed.

Respectfully submitted,

WILLIAM MACKIN,
Inspector of Provisions.

RECORD COMMISSIONERS.

City Hall, December 27, 1889.

Hon. Thomas N. Hart, *Mayor.*

Sir: — The Record Commissioners have to report that their expenses for the year 1889 amount to $4,362$\frac{24}{100}$, leaving an

unexpended balance of $1,852.16, which is sufficient for the remainder of the fiscal year.

The Department consists of two Commissioners and four copyists.

The work done has been the copying of church records and the preparation for the press of the Town records. The twentieth volume of their reports has been completed, and two volumes (viz., Dorchester Births, Marriages, and Deaths, and the Boston Tax List of 1798) are now in press. A special volume in regard to the Bunker Hill Tablets was also prepared and printed by the order of the City Council.

The public interest in and demand for the volumes of reports continues unabated.

Respectfully submitted,

WILLIAM H. WHITMORE,

Chairman.

REGISTRATION OF BIRTHS, MARRIAGES, AND DEATHS.

Office of the City Registrar, December 26, 1889.

To the Mayor.

Sir: — I beg leave to state that the entire expenses of this Department are for salaries, determined by the City ordinance, for record books and stationery, and for the annual collection of births, made in pursuance of State laws. The appropriation granted for these purposes during the present year by the City Council was $14,160, of which there remain unexpended $7,004.50. This amount will be sufficient to meet the wants of this Department until the end of the present fiscal year.

The number of persons employed in this office is eight — three men and five female clerks.

Your obedient servant,

N. A. APOLLONIO,

City Registrar.

SCHOOLS.

[From the Superintendent.]

The School Committee has given much attention to needed improvements in the ventilation of school-houses. Although much remains to be done, it is believed that all the worst cases of defective ventilation have been cured.

A further provision for the safety of the children in school-houses was made by placing the janitors under the rules of the civil service.

The tenure of office by which most of the teachers in the City now hold their places, has been changed from one that terminated annually to one that continues during the pleasure of the School Committee. This measure undoubtedly places the teachers in a more agreeable and dignified position than they held under the old tenure.

Manual training has made satisfactory progress in the elementary grades during the year; but a most important step yet remains to be taken — the establishment of a Mechanic Arts High School. An elaborate plan for such a school has been prepared, and the specifications for the erection and furnishing of a proper building are ready. The City Government will be asked to make the necessary appropriations for the land, the building, and the running expenses.

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[From the Auditing Clerk.]

The expenses of the School Committee from January 1, 1889, to January 1, 1890, amount to $1,643,976.61.

The unexpended balance remaining January 1, 1890, is $419,691.04.

It is expected that the unexpended balance will prove sufficient to carry on the work of this Department for the balance of the financial year without further aid.

The number of persons employed to carry on the work, instructors (day and evening), janitors, officers, and other employees, December 1, 1889, was 1,783. This number does not include the members of the School Committee, twenty-four in number, who serve without compensation.

SEWER DEPARTMENT.

Office of the Superintendent,
December 28, 1889.

To His Honor the Mayor.

Sir: — Apart from the work of maintaining the old sewers, which, sometimes, necessitated the making of extensive repairs, there have been built by this Department, during the calendar year 1889, about 5¾ miles of new sewers and 133 new catch basins; and about 825 old catch basins have been repaired. About 2 miles of sewers have been built by private parties at their own expense and subsequently were released to the City.

The construction of the Stony Brook Improvement has been completed.

The works at the Main Drainage pumping station and at

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Moon Island are in good order. The cost of repairs on the works will increase from year to year, owing to the wearing out and necessary renewal of important parts of the system.

The attention of the City Council has already been called to the necessity of providing means for a permanent conduit from Squantum to Moon Island; also, for pumping out the tunnel; and I would again call attention to the danger of postponement.

During the eleven months ending November 30, 1889, the average amount of sewage pumped daily has been 51,256,898 gallons — showing an increase over that pumped last year of 616,866 gallons daily. The largest number of gallons pumped on any one day was on January 7, 1889 — 138,615,771 gallons; and the smallest, on November 17, 1889 — 32,217,372 gallons.

Sewer assessments to the amount of $69,249.39 have been levied under the old law, and to the amount of $32,976.65 under the new law relating to sewer assessments.

This new law, or rather Special Act, relating to sewer assessments in the City of Boston, which was approved on June 7, 1889, has entailed a large amount of extra work on the Department, necessitating the opening of a new set of accounts and requiring that each and every individual assessed shall be notified of the amount of his assessment and the requirements of the law relating thereto.

Under this law, the amount to be collected as an assessment on account of the construction of a sewer depends upon the cost of all the sewers built in the City during the five years immediately preceding, and bears no relation to the cost of that particular sewer. This fact has caused widespread dissatisfaction among property owners, as, in a

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majority of cases, the amount assessed is largely in excess of the actual cost of the sewer in question. The provision of the law, requiring that interest shall be charged from the date of completion of the sewer, thus commencing before the parties interested have been notified of the fact that an assessment has been levied against them, has also caused a great deal of complaint which appears to be well founded, and there is a general demand for a repeal or modification of the law.

The amounts expended under the different appropriations during the year are as follows: —

Sewer Department (which includes the cost of maintaining the Main Drainage Works, the care of Stony Brook and the Cleaning of Catch Basins)	$372,816 85
Stony Brook Improvement	105,671 51
Sewer, Hudson Street	9,462 92
Sewers, South Cove District	7,312 76
Sewer, Meridian Street	6,688 10
Sewer, Magazine Street	3,500 00
Sewer, Mount Vernon Street	1,000 00
Sewers, Ashmont	54 85
Total	$506,506 99

Of Special Loans, I have unexpended balances amounting, in the aggregate, to $57,969.56.

The unexpended balance of my Sewer Appropriation, $66,420.26, is sufficient to carry the Department successfully to the end of the fiscal year.

There are employed in this Department to-day 365 men.

Attention is respectfully called to the need of much larger appropriations for building sewers. Many of the sewers are leaky and in bad condition. They should, at once, be re-

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placed by water-tight sewers, not only as a sanitary measure but to afford relief to the intercepting sewers; for, until all sewers and drains connecting with the main drainage system are made water-tight, the full benefit of that system cannot obtain.

It is, also, desirable, and will soon become a necessity, to abandon the combined system of drainage in the outlying populous districts, and to divert the surface water, or portions of it, into the natural water courses, or into tide water, thereby affording relief to the abutters now frequently flooded in times of storm. This will avoid the necessity of pumping surface water at the Pumping Station. To accomplish this purpose, all natural water courses should be preserved.

The Act relating to Sewer Assessments is believed to be irksome and unjust, imposing a larger proportion of the expense upon the abutting estates than they should be called upon to pay, and believed to be largely in excess of the rate designed by its projectors.

As sewers are necessary in all populous districts, for the health and prosperity of the entire community, it would appear worthy of consideration, whether the system of direct assessment for sewers should not be abandoned and the entire cost paid by current taxes; or, else, the rate made uniform — say — one cent ($0.01) per square foot of land drained.

Respectfully submitted,

CHARLES MORTON,

Superintendent of Sewers.

STREETS AND PAVING.

OFFICE OF SUPERINTENDENT OF STREETS,
CITY HALL, December 28, 1889.

HON. THOMAS N. HART, *Mayor.*

SIR: — I have the honor to report:

1st. "The actual work done in the calendar year 1889" may be briefly summarized as follows: —

Granite blocks laid	29,667 sq. yds.
New edgestone set	32,773 lin. feet.
Edgestone reset	51,390 " "
Brick sidewalk laid	43,911 sq. yds.
Concrete sidewalk laid	1,547 " "
Flagging (cross-walks) laid	11,590 lin. feet.
Round stone gutters "	19,428 sq. yds.
Asphalt pavement, new	1,369 " "
Asphalt pavement, resurfaced	1,188 " "
Grade damages, executions of Court . .	$18,502 89
Watering streets by contract	$23,464 15
Expended for general repairs	$157,806 42

2d. "The actual expenses of the Department for the same period, excluding the draft of January 1, 1889, but including that of January, 1890": —

Balance on hand January 1, 1889 .	$8,265 11	
Loan January 2, 1889	66,300 00	
Transferred from Commonwealth avenue	11,000 00	
Transferred from Boylston street .	5,000 00	
Loan February 16, 1889	57,889 30	
Appropriation for 1889	648,229 00	
Loan December 24, 1889	50,000 00	
		$846,683 41

Expenditures: —

Labor	$323,048 31	
Street material	147,169 44	
Teaming, hired	70,689 25	
Teaming hired for watering streets .	20,113 00	
Watering streets by contract . .	23,464 15	
Sundries	176,064 97	
Balance on hand January 1, 1890 .	86,134 29	
		$846,683 41

Special appropriations: —

On hand January 1, 1889 . . .	$17,960 15	
Appropriation January 2, 1889 . .	117,000 00	
" May 1, 1889 . .	161,725 00	
" September 25, 1889 .	207,000 00	
Transferred September 19, 1889 .	2,000 00	
Appropriated December 23, 1889 .	14,000 00	
	$519,685 15	
Expended to date	298,922 96	
Balance on hand	$220,762 19	Jan. 1, 1890

3d. "The unexpended appropriation and my ability to continue the work of the Department to the end of the fiscal year, April 30, 1890, with or without further aid": —

Balance of regular appropriation January 1, 1890 .	$86,134 29
" " Special " " " .	220,762 19
Total	$306,896 48

The Department is at present on full time, and to continue it so until April 30, 1890, will require for —

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Labor	$160,000 00
Office salaries	5,005 00
Hay, grain, etc.	2,500 00
Street material	10,000 00
Water	6,237 00
Incidentals, grade damages, etc.	10,000 00
Total	$193,742 00

My ability to continue the work of the Department until the end of the fiscal year without further aid will depend entirely upon the character of the winter and the amount of snow to be handled. I find by the Superintendent's report for the year 1887 that the amount expended for snow was $116,000, while for the same purpose in 1888 only $6,500 was required. Should the present winter be as favorable as the last the remainder of the general and special appropriations will be sufficient for all purposes.

4th. "Any recommendations for the greater efficiency of this Department, especially such as may require action on the part of the Mayor, the City Council, or the Commonwealth." I desire again to call attention to the constantly increasing street mileage of the City, and the necessity for sufficient appropriations to do the work of the Department. The annual appropriations for some years have been barely sufficient to meet the requirements of constant repairs, cleaning, purchase of new material, steam road-rollers, stone-crushers, engines, and the various expenses incidental to the Department. Yet I am expected with this appropriation to attend to the hundreds of orders passed by the Board of Aldermen for new work on edgestones, brick sidewalks, and the construction of new streets.

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This is an absolute impossibility, and much of this work remains undone, to the great annoyance of the petitioners.

By reference to the statement of actual work done during the year it will be seen that six miles of new edgestone have been laid. One-half the expense of this work is assessed upon the abutters, and returns to the sinking-fund.

It has been suggested that measures be taken to secure an appropriation of $500,000 annually for new work; this, if applied to new edgestone and new paving, as well as to the construction of new streets, would go far towards enabling me to bring the Department to the point of efficiency at which it should be maintained.

The matter of street openings continues to be a constant source of annoyance to the Department and to the citizens at large. So long as the Board of Aldermen grants to various corporations the right to occupy the streets, the Superintendent has no option but to grant the permits to open. Where formerly there were only the sewer, water, and gas pipes to contend with, we now have in addition the telephone, electric lighting, heating, and freezing pipes, with their numberless connections with the buildings.

During the year 9,750 permits, varying in length from 10 feet to 500 feet, have been granted, and every precaution possible has been taken to see that the disturbed pavement has been restored to its former condition. We have a good system of inspection, and defects are also reported by the police. Settlement invariably takes place after the opening has been filled, and the companies are frequently required to pave a second and third time. With these requests they have always shown a readiness to comply whenever the responsibility has been well established. I do not think it advisable, so long as

this merciless cutting-up continues, to lay any expensive pavement upon our streets. A granite pavement on a hydraulic cement base, at $4 a square yard, or any form of asphalt pavement seems to me to be unwise until some greater restrictions are put upon the issuing of permits, or a subway or some comprehensive system is provided by which the underground service can be cared for without disturbing the street surfaces.

The first cost of such a way would doubtless be something appalling, yet it is a question whether the amount now actually spent in carrying on the present cumbersome system would not amply provide for the interest on the larger expenditures.

5th. The total number of persons employed in this Department at the present time is seven hundred and sixty-three.

Very respectfully,

J. EDWIN JONES,

Superintendent of Streets.

SURVEYOR.

City Surveyor's Office,
City Hall, December 26, 1889.

Hon. Thomas N. Hart, *Mayor.*

Sir:—The work of the Department has been of the same general character as that of previous years; but as the City is growing from year to year, there is a gradual increase in the amount of work performed.

Plans and profiles of a large number of streets in the outlying districts have been made, and releases prepared for the abutters to sign, preparatory to the laying out of these streets by the Street Commissioners.

More buildings having been erected in Boston during the past year than in 1888, and more work in giving lines and grades of streets for building purposes has been required of this Department than during the previous year.

Plans and profiles for the relocation of Mt. Vernon and Temple streets, and the lowering of the grades of those streets in the vicinity of the State-House extension, have recently been completed.

A large plan of the burnt district, by the fire of Thanksgiving day, has been compiled, showing the estates within the limits of the district burnt over, and also showing other estates in the vicinity. Plans have also been made, for the Street Commissioners, showing the proposed widening of Chauncy street, between Bedford street and Rowe place, the proposed widening of Bedford street between Chauncy and Kingston streets, and the proposed widening of Kingston street at the north-easterly corner of Bedford street — all within the limits of the burnt district.

Plans of the new precincts, 286 in number, have been prepared for the use of the Registrars of Voters, who have caused them to be heliotyped. Another set of precinct plans has been prepared and heliotyped, and bound up in book-form, showing wards and precincts, for the use of the City Council.

The expenses of the Department from January 1, 1889, to January 1, 1890, amount to $34,825.71.

The amount of the appropriation unexpended is $8,879.97, which will probably be sufficient for the remainder of the financial year.

The total number of persons employed at the present time is 35.

Very respectfully,

THOMAS W. DAVIS,

City Surveyor.

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TREASURY DEPARTMENT.

CITY TREASURER'S OFFICE, January 1, 1890.

HON. THOMAS N. HART, *Mayor.*

SIR: — The undersigned herewith presents a statement, in compliance with your request of December 23, 1889, of the receipts and payments of the City of Boston and County of Suffolk for the year 1889, beginning January 1, 1889, ending December 31, 1889, showing the balance of money remaining in the Treasury December 31, 1889, and where deposited, and of the other matters referred to in your communication.

Yours most respectfully,

ALFRED T. TURNER,

City Treasurer.

STATEMENT

For the Calendar Year 1889, beginning January 1, 1889, ending December 31, 1889: —

Balance on hand January 1, 1889	. . . . .	. . . . .	$3,264 605 59
RECEIPTS.			
From City Collector: .			
On City Account	$15,408,951 58		
On County Account	304,663 44		
Temporary Loans: —			
Anticipation of Taxes, 1889, 2¼ %	$2,000,000 00		
City Loans: —			
General Loan of January 3, 1889, 4% . . .	769,000 00		
General Loan of February 16, 1889, 4% . .	416,000 00		
New Library Building, Dartmouth st., 3½%	500,000 00		
Improved Sewerage, 3½%	500,000 00		
Public Park Construction, 4%	500,000 00		
Miscellaneous purposes, 3½%	500,000 00		
		5,185,000 00	
Carried forward,		$20,898,615 02	$3,264,605 59

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Brought forward,		$20,898,615 02	$3,264,605 59
Suffolk County Loans: —			
General Loan of February 16, 1889, 4% . .		64,000 00	
Cochituate Water Loans: —			
Extension of Mains, etc., 4%	$200,000 00		
Extension of Mains, etc., 3½%	130,000 00		
Additional Supply of Water, 3½%	145,000 00		
Shops, Albany street, C. W. Works, 3½% .	60,000 00		
		535,000 00	
Board of Commissioners of Sinking Funds: —			
For payment of debt	$1,157,828 20		
For cost of redemption of sterling debt . .	1,543 29	1,159,371 49	
Premium on Cochituate Water Loans negotiated	. . . . .	34,916 50	
Interest on Bank Deposits	. . . . .	69,175 99	
Pay Roll Tailings, from paymasters' settlements with Cashier, parties unpaid . . .	. . . . .	22,060 02	
Premium on City Loans negotiated	. . . . .	121,247 40	
Tax titles, received from owners to secure estates sold for taxes	. . . . .	200 44	
Interest on Cochituate Water Loans negotiated	. . . . .	44 44	22,904,631 30
			$26,169,236 89
PAYMENTS.			
On account of the City of Boston: —			
On Mayor's Drafts: General Drafts	*$6,507,565 84		
Pay Roll Drafts . . .	‡6,509,057 56		
Carried forward,	$13,016,623 40		

*Amount of General Drafts through City Auditor's Office from January 1, 1889	$6,510,674 73		
Add: Amount of General Drafts outstanding December 31, 1888	2,345 18	$6,513,019 91	
Less: Amount enjoined and restrained from payment by Supreme Judicial Court	$890 50		
Amount transferred to "Old Claims," April 30, 1889	1,117 10		
Amount not paid December 31, 1889	13,446 47	5,454 07	$6,507,565 84
‡ Amount of Pay Roll Drafts through City Auditor's Office from January 1, 1889		$6,509,601 22	
Add: Amount of Pay Roll Drafts outstanding December 31, 1889		22,826 65	
		$6,532,427 87	
Less: Amount not paid December 31, 1889		23,370 31	$6,509,057 56

Brought forward,	$13,016,623 40	
Special Drafts . . .	5,549,830 99	
		†$18,566,454 39
Commonwealth of Massachusetts: —		
State Tax "1889"	$738,020 00	
National Bank Tax "1889"	640,490 26	
National Bank Tax "1888"	1,167 57	
Corporation Tax "1888"	4,862 39	
Armory Loan Assessment	21,498 29	
Liquor License Revenue "1889"	221,563 75	
Liquor License Revenue "1888"	277 00	
		1,627,879 26
Board of Commissioners of Sinking Funds: —		
Revenue, payable under authority of Ordinance on Finance	$95,761 09	
Premium on Loans negotiated	140,659 30	
		236,420 39
Pay-Roll Tailings, payments by Cashier to parties not paid by paymasters . . .	. . . . .	23,154 31
Police Charitable Fund	. . . . .	12,500 00
City Hospital Trust Funds	. . . . .	9,500 00
City Debt due prior to May 1, 1889 . . .	. . . . .	6,000 00
Taxes, etc., held under protest, refunded	. . . . .	6,508 28
Taxes, etc., refunded	. . . . .	3,606 01
Mount Hope Cemetery	. . . . .	2,400 00
Cochituate Water-Rates refunded	. . . . .	1,900 49
Public Library Trust Funds	. . . . .	1,400 00
Sewer Assessments held under protest, refunded	. . . . .	225 40
Evergreen Cemetery Trust Fund	. . . . .	200 00
Residue Tax Sales, etc.	. . . . .	219 86
Carried forward,		$20,498,368 39

† Includes, City Debt paid	$1,157,828 20	
Cost of Redemption of Sterling Debt	1,543 29	
Temporary Loans	2,000,000 00	
		$3,159,371 49

† Includes Interest paid as follows: —		
On City Debt	$1,521,880 82	
On Cochituate Water Debt	754,723 27	
On Mystic Water Debt	41,667 50	
		$2,318,271 59

Brought forward,		$20,498,368 39	
Old Claims, Mayor's Drafts		142 08	
Mystic Water Rates refunded		104 38	
National Bank Taxes refunded		10 45	
			$20,498,625 30
Payments on account of the County of Suffolk: —			
Allowed by Auditor of County of Suffolk,	*	$666,879 85	
Mayor's Special Drafts	†	602,614 68	
County fines to Complainant		382 50	
County fines, award to wife for neglect to support by husband		55 00	
Judgment for costs of suit against sureties on bail bond in case Commonwealth *vs.* Lucy M. Gove and George Slayer		18 49	
Old Claims, Allowance of Auditor		5 25	
Bounty for destruction of Seals		4 00	
			1,269,959 77
			$21,768,585 07
Recapitulation.			
Balance, January 1, 1889			$3,264,605 59
Receipts on account of the City of Boston,		$22,535,967 86	
on account of the County of Suffolk,		368,663 44	
			22,904,631 30
Payments on account of the City of Boston,		$20,498,625 30	$26,169,236 89
on account of the County of Suffolk,		1,269,959 77	21,768,585 07
Balance, December 31, 1889			$4,400,651 82

* Amount of County Registrations through County Auditor's office from January 1, 1889		$666,587 20	
Add: Amounts outstanding December 1, 1889		817 49	
		$667,404 69	
Less: Amounts transferred to "Old Claims," April 30, 1889	$8 25		
Amounts not paid December 31, 1889	516 59		
		524 84	
			$666,879 85

† Includes County Debt paid, $17,000.00. † Includes Interest paid on County Debt, $83,407.39.

Balance, December 31, 1889, as per preceding statement, deposited in the following-named banks: —	
Atlantic National Bank	$75,115 07
Atlas National Bank	75,139 73
Blackstone National Bank	75,129 43
Boston National Bank	75,144 85
Broadway National Bank	50,087 50
Bunker Hill National Bank	75,147 94
Central National Bank	75,131 50
Everett National Bank	50,095 89
Faneuil National Bank	75,147 92
First Ward National Bank	50,100 02
Fourth National Bank	75,135 62
Freeman's National Bank	75,131 50
Lincoln National Bank	75,139 59
Manufacturers' National Bank	75,143 84
Market National Bank	75,143 82
Massachusetts National Bank	75,110 94
Maverick National Bank	75,131 49
Mechanics' National Bank	50,096 00
Metropolitan National Bank	50,063 89
Monument National Bank	50,098 73
Mount Vernon National Bank	50,098 63
National Bank of the Commonwealth	75,131 52
National Bank of North America	75,131 50
National City Bank	75,135 62
National Exchange Bank	75,131 51
National Hide and Leather Bank	75,119 17
National Rockland Bank	75,148 14
National Security Bank	75,150 01
National Webster Bank	75,143 84
North National Bank	75,143 85
Old Boston National Bank	75,143 84
People's National Bank	75,143 75
Shawmut National Bank	75,113 01
Carried forward,	$2,304,169 66

Brought forward,	$2,304,169 66	
Third National Bank	75,143 85	
Tremont National Bank	75,116 67	
	$2,454,430 18	
Globe National Bank	299,522 45	
Howard National Bank	289,378 81	
National Bank of Redemption	251,062 04	
National Bank of the Republic	563,143 93	
National Revere Bank	452,619 76	
National Security Bank, Pay-roll Tailings account	6,607 87	
Cash deposited in Banks		$4,316,765 04
Cash and cash vouchers in office, including payments made on January, 1890, Draft		83,886 78
		$4,400,651 82

Expenses of the Department, Etc.

The actual expenses of the Department during the calendar year 1889 were $37,030.75.

The unexpended appropriation for the present financial year 1889–90 is, $10,086.60, which will be sufficient to meet the wants of the Department to the end of the fiscal year.

The total number of persons employed in this Department, including the City Treasurer, is fifteen.

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VOTERS' REGISTRATION.

BOARD OF REGISTRARS OF VOTERS, 12 BEACON STREET,
December 27, 1889.

HON. THOMAS N. HART, *Mayor.*

SIR: — 1. We have the honor to say that the work of the Department during the calendar year 1889 has been the preparation of the Jury List, the rearranging and reprinting of all names on the voting-lists in conformity with the new precinct lines as established by the order of March 20, 1889, together with the preparation and publication of the voting-lists for the annual State and municipal elections.

The provisions of the new Massachusetts Ballot law have largely increased the labor and expense of the Department, involving the examination of nomination papers of candidates for State and municipal offices, in which 12,500 names were actually verified, out of more than 20,000 names submitted; and the attendance at hearings on contested nominations before the Board of Final Appeal of which this Board forms a part.

2. The actual expenses of the Department from January 1 to December 31, 1889, amount to $46,706.16.

3. The unexpended balance of our appropriation amounts to $5,488.53, and it will require the further sum of $8,000 to meet the expenses of the Department for the balance of the financial year, as advised in our communication to your Honor dated November 8, 1889.

4. We may ask for some amendments to the new Ballot Law with a view to perfecting some of its sections, which we now find quite difficult of practical operation.

5. The total number of persons now employed in the Department is nine.

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We would respectfully suggest that the number of voting-precincts be reduced from two hundred and eighty-six to two hundred. This calculation is based upon the average ratio of increase in the number of voters, which, in the near future, will reach 80,000, thus giving an average of 400 to each precinct. From our own observations and the testimony of others who have given the subject considerable thought, we are of the opinion that four hundred or even five hundred persons can conveniently vote under the new system within the time allowed by law between the opening and closing of the polls on election day. If a reduction of precincts should be made in accordance with the above suggestion, it would, in our judgment, result in a saving to the City of at least $65,000 between now and 1895, at which time the ward lines must be changed, which change will necessitate the rearrangement of many of the precincts, but will not necessarily add to the number.

Respectfully,

THE BOARD OF REGISTRARS OF VOTERS,

LINUS E. PEARSON,

Chairman.

WATER BOARD.

OFFICE OF THE BOSTON WATER BOARD,

CITY HALL, December 28, 1889.

HON. THOMAS N. HART, *Mayor.*

SIR: — In answer to your Circular of December 23 the Boston Water Board has the honor to report as follows: —

In the Eastern Division, during the year 1889, the amount of work done has been larger than usual. The distributing mains have been extended 22.3 miles, and 1.7 miles of the old

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mains have been relaid with pipes of larger size. The total length of mains now connected with the works is 479 miles. 2,054 services have been connected with the works, a number larger than during any year since 1872. The supply for fire service has been improved by the addition of 168 hydrants, and also by the substitution of 118 hydrants of improved pattern and large size for the same number of small hydrants of the old pattern. 456 new meters have been added and 112 discontinued, making a net increase of 344. The pipe line, laid through the City of Quincy from Neponset to Long Island, for the supply of the Public Institutions on the island, was completed and placed in service during the latter part of August of the current year. The 30-inch and 16-inch connecting mains for the supply of Charlestown from the Cochituate works will be in readiness for use within a few days, and a water tank for the use of the supplementary high service for East Boston has been erected on Breed's Island.

A new 20-inch main for the improvement of the high service supply in the City proper has been laid from the reservoir at Parker Hill to Boston Common, a distance of 15,650 feet. This work is complete with the exception of the connection over the Boston & Albany Railroad at Huntington avenue, which will be made within two weeks. Plans are under way for the removal of the machine shops and offices of the Eastern Division from the present location at 221 Federal street to the yard of the Department on Albany street, near Concord street. A new brick stable is now nearly completed at this yard, and a contract has been awarded for a building to contain the machine shop and the offices.

The Waste Detection Department has made during the year

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examinations of 37,000 premises, and 8,800 reports of defective fixtures have been made.

In the Western Division surveys and borings for the much-needed new water basin, Dam No. 5 so called, were begun immediately after the passage and approval of the necessary loan order by the City Council this autumn, and the work of construction will be begun as early in the spring as the weather will permit. Surveys are also being made for the acquisition by eminent domain at an early date of Whitehall Pond and other lands and water rights necessary for the development and protection of the supply.

A contract was made and work begun on the new outlet dam at Lake Cochituate, which should be completed by the end of another season, and the lining of a portion of the Beacon-street tunnel, which had threatened to cave in, is steadily progressing. At the Chestnut-Hill Pumping Station an electric-light plant has been put in and is in operation, and a small biological laboratory has been erected and supplied with the necessary apparatus under the direction of a competent assistant for a systematic study of the animal and vegetable organisms which may be found in the water supply. It is hoped that this innovation will be of much service in helping the Department to arrive at more accurate knowledge regarding the character of the supply.

In accordance with the direction of the Board the Engineer has begun a series of filtration experiments with a view to formulating at an early day a plan for the filtration of the entire supply, data concerning which we hope to present by the end of another year.

We are glad to report that the Framingham sewerage system is in operation, and that connections by the parties who

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drain into the Boston water supply are being made with reasonable despatch, which could develop into celerity with advantage to the City of Boston. The plan for the disposal of the sewage of Marlboro' has been revised, and a hearing on the same is shortly to be held before the State Board of Health.

The whole important question of pollution will be treated at length by the Board in its annual report. We beg to state that the matter is being carefully studied and systematized at the present time with a determination to putting an end to such abuses as exist in the Cochituate and Sudbury system. Several injunctions have been obtained against parties polluting the supply.

In the Mystic Division, in addition to the regular work, important repairs have been made on the dam at Mystic Lake, and an independent condenser and air pumps for engines 1 and 2 are now being put in. Considerable labor has been expended in cleaning the various ponds of the system, in the hope of saving the supply from further deterioration. Concerning the future of the Mystic the Board has not at this moment arrived at a definite conclusion.

The daily average consumption of water has been 83 gallons per head on the Cochituate and Sudbury supply, and 70.5 gallons per head on the Mystic supply, a decrease of 3.5 per cent. in the case of the former, and 5.1 per cent. in the latter, as compared with the previous year.

Acting under advice of the City Engineer we have informed the City Council that a new engine is needed at the Chestnut-Hill Pumping Station to supplement those now in use, and the passage of a loan order to build the same is very desirable.

The total number of the employees of the entire Department

at this date, being our winter force, is 417, subdivided as follows: Eastern Division 229; Western Division 81; Mystic Division 73; Water Board office 8; Special Agents 3; Engineering force (temporary) 23.

Respectfully submitted,

THE BOSTON WATER BOARD,

ROBERT GRANT,

Chairman.

COCHITUATE WATER-WORKS.

Maintenance Account.

Statement of Expenditures from January 1, 1889, to January 1, 1890.

Boston Water Board, Salaries, Travelling Expenses, Printing, Stationery, etc.	$16,235 78
Water Registrar's Department, Salaries, Travelling Expenses, Printing, Stationery, etc.	41,213 18
Eastern Division, Salaries, Travelling Expenses, Printing, Stationery, etc.	17,208 11
Western Division, Salaries, Travelling Expenses, Printing, Stationery, etc.	10,977 95
Inspection and Waste Division	7,435 43
Meter Division	6,487 36
Federal-Street Yard	9,916 46
Albany-Street Yard	7,553 25
Lake Cochituate	3,807 76
Cochituate Aqueduct	2,091 63
Sudbury Aqueduct	19,808 60
Sudbury Basins	8,239 03
Chestnut Hill Driveway	1,779 64
Special Agents (3), Salaries, Travelling Expenses, etc.	3,802 51
Telephones	932 75
Carried forward,	$157,489 44

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Brought forward,	$157,489 44
Maverick Wharf, Salary of Agent, Rent, Coal, etc.	2,119 02
Main Pipe, relaying	17,744 27
Main Pipe, repairing	7,149 47
Hydrants, repairing	18,029 00
Stopcocks, repairing	2,417 49
Hydrant and Stopcock Boxes	4,835 18
Tools and repairing	9,960 71
Streets, repairing	10,392 79
Service Pipe, repairing	12,553 91
Fountains	3,486 56
Stables	10,489 23
High Service, Chestnut Hill	19,265 70
High Service, East Boston	2,140 77
High Service, West Roxbury	3,159 58
Chestnut Hill Reservoir	25,177 09
Parker Hill Reservoir	1,370 15
East and South Boston Reservoirs	742 20
Fisher Hill Reservoir	871 91
Brookline Reservoir	972 93
Meters, setting and repairing	4,673 85
Waste Detection	16,597 87
Analyses of Waters	345 00
Damages	2,004 92
Taxes	1,931 50
Collection of Water Rates	2,500 00
Inspection of Water Sources	1,646 92
Improvement of Sudbury and Cochituate Supply	4,505 61
New Stable, Albany-Street Yard	290 13
Merchandise sold from Stock	111 13
Old Material, charged off from Stock Account	1,012 55
	$345,986 88

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Appropriation, Cochituate Water-Works, for year ending April 30, 1890		$407,660 00
Expended, including January draft 1890, to date (December 27, 1889,) 9 months		240,584 54
Balance unexpended		$167,075 46

EXTENSION OF MAINS, ETC.

Expenditures from January 1, 1889, to January 1, 1890.

Main Pipe, laying		$231,895 68
Service Pipe, laying		42,817 01
Sidewalk Stopcocks		22,879 38
Extension to Long Island		36,073 75
Connection with Charlestown		11,127 44
Miscellaneous		2,926 04
New Main, East Boston (Balance)		144 46
		$347,863 76
Balance appropriation, extension of mains, etc., on May 1, 1889	$8,009 14	
Additional appropriation 1889	350,000 00	$358,009 14
Expended, including January draft 1890, to date (December 27, 1889,) 9 months		265,113 79
Balance unexpended		$92,895 35

HIGH SERVICE.

Balance appropriation May 1, 1889	$12,436 37
Expended, including January draft 1890, to date (December 27, 1889,) 9 months	12,411 28
Balance unexpended	$25 09

INTRODUCTION OF METERS AND INSPECTION.

Cochituate Water-Works.

Balance appropriation May 1, 1889	$19,465 22
Expended including January draft 1890, to date (December 27, 1889,) 9 months	12,685 97
Balance unexpended	$6,779 25

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Improvement of Lake Cochituate.

Balance of appropriation May 1, 1889		$14,815 99
Expended, including January draft 1890, to date (December 27, 1889,) 9 months		3,508 63
Balance unexpended		$11,307 36

Additional Supply of Water.

Balance appropriations May 1, 1889	$20,194 89	
Additional appropriation (order November 13, 1889)	1,045,000 00	
		$1,065,194 89
Expended, including January draft 1890, to date (December 27, 1889,) 9 months		3,502 61
Balance unexpended		$1,061,692 28

Mystic Water-Works.

Maintenance Account.

Statement of Expenditures from January 1, 1889, to January 1, 1890.

Boston Water Board, Travelling Expenses, Salaries, Printing, etc.	$6,428 40
Water Registrar's Department, Travelling Expenses, Salaries, Printing, etc.	9,722 47
Superintendent's Department, Travelling Expenses, Salaries, Printing, etc.	5,471 81
Off and On Water	2,841 90
Main Pipe, relaying	11,437 34
Main Pipe, repairing	986 04
Service Pipe, laying	1,349 97
Service Pipe, repairing	3,050 01
Hydrants, repairing	700 28
Gates, repairing	962 87
Streets, repairing	922 95
Lake	6,203 74
Carried forward,	$50,077 78

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Brought forward,	$50,077 78
Conduit	949 41
Engine-House	2,892 32
Stables	4,323 58
Reservoir	2,887 78
Pumping Service	24,624 88
Repair Shop	2,943 88
Fountains	353 21
Tools and Repairing	739 64
Mystic Sewer	21,741 56
Waste Detection Service	2,039 75
Inspection and Waste Division	1,869 29
Meter Division	2,101 30
Meters, setting and repairing	984 53
Special Agents	144 44
Protection of Water Sources	1,344 76
Taxes	58 80
Analyses of Water	30 00
Merchandise sold	29 84
Main Pipe, laying	1,310 48
Portion of cost of New Main to East Boston	14 24
Connection with Cochituate High Service	1,506 21
Connection with Cochituate Low Service	2,692 53
	$125,660 21
Appropriation, Mystic Water-Works, for year ending April 30, 1890	$174,355 00
Expended, including January draft 1890, to date (December 27, 1889,) 9 months	85,356 17
Balance unexpended	$88,998 83

INTRODUCTION OF METERS AND INSPECTION.

Mystic Water-Works.

Balance appropriation May 1, 1889	$886 56
Expended to date (December 27, 1889)	143 75
Balance unexpended	$742 81

WATER REGISTRAR.

OFFICE OF THE WATER REGISTRAR,

CITY HALL, December 28, 1889.

HON. THOS. N. HART, *Mayor*.

SIR: — In response to Circular 35 I herewith submit the following concise statement of work performed, together with the expenses of this Department, for the calendar year 1889, also the unexpended appropriation for the year ending April 30, 1890.

COCHITUATE WORKS.

Total receipts from January 1, 1889, to date .	$1,380,680 27
Total receipts for corresponding time in 1888 .	1,347,118 79
Increase	$33,561 48

MYSTIC WORKS.

Total receipts from January 1, 1889, to date .	$319,101 19
Total receipts for corresponding time in 1888 .	304,272 26
Increase	$14,828 93

The actual expenses of this Department from January 1, 1889, to date have been $50,930.27. The unexpended appropriation for the year ending April 30, 1890, is $23,563.89, and is ample to continue the work of the Department for the year.

A comparative statement of work performed in the service branch of the Department for the years 1888 and 1889: —

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	1888.	1889.
New service-pipes laid	2,546	2,947
Cases service-pipes repaired . . .	1,391	2,912
Cases off and on water for nonpayment .	1,120	1,154
Cases off and on water for repairs . .	2,641	2,762
First time applications	2,285	2,894

The total number of persons now employed in this Department is 43, including 14 laborers.

Respectfully submitted,

WILLIAM F. DAVIS,

Water Registrar.

WEIGHTS AND MEASURES.

SEALER'S OFFICE, December 28, 1889.

To His Honor the Mayor.

SIR: — In compliance with Circular 35 I respectfully submit the following statement of the operations of this Department from January 1, 1889, to December 26, 1889.

Number of scales tested	9,040
" " weights tested	32,984
" " dry measures tested	5,185
" " wet measures tested	6,714
" " yard-sticks tested	1,262
" " charcoal baskets tested	15
" " grain tubs tested	4
" " coal baskets tested	7

The expenses of this Department for the current calendar year (excluding the draft of January 1, 1889) will be $6,560.98.

The unexpended appropriation on January 1, 1890, will be nearly sufficient to continue the work of the Department to the end of the fiscal year, April 30, 1890. On account of expenditures, which were not called for in the estimates, a small appropriation may be necessary to carry the Department to April 30, 1890.

I find that an important part of the duty of this Department has not been properly attended to. I would recommend that a Deputy Sealer be appointed for the special purpose of testing and sealing charcoal and coal baskets, and pedlers' measures of all kinds, which would be a benefit to the poor people of this City.

The number of persons employed in this Department is six.

Respectfully submitted,

THOMAS F. BELL,

Sealer of Weights and Measures.

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Boston, — Mayor. (189.)

Mass Doc 12.25.80

FAREWELL MESSAGE

OF

THOMAS N. HART,

MAYOR OF BOSTON,

TO

THE CITY COUNCIL,

JANUARY 1, 1891.

BOSTON:
Rockwell and Churchill, City Printers.
1891.

FAREWELL MESSAGE

OF

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FAREWELL MESSAGE.

To the Honorable the City Council.

Gentlemen: — In taking leave of the City Government by means of a Farewell Message, — following the precedent of the greatest Mayor we ever had, the elder Quincy, — it seems right to dismiss personal motive, and to submit, for the consideration of the City Government and the citizens, such conclusions as an experience of eight years in the service of the City, two of them in the Mayoralty, may justify.

CITIZENSHIP.

The duty of governing our great cities satisfactorily and right, it seems to me, is but in part a question of law, and very largely a matter of good citizenship properly exercised. When highminded citizens choose the right persons to make up their City Government and School Committee, it is of secondary importance what particular laws and ordinances may be in force. The public will be properly served. With ill-informed or ill-disposed persons in office, even

rigid and perfect laws will not be a sufficient protection of the public interest.

The highest vote ever reached in our City elections, in 1888, was 63,548. With a population of 450,000, we ought to have nearly 90,000 male voters. The abstainers, it will be found, are mostly citizens who favor good government; for those that look to special benefits from the City are now on the voting-lists. It is important, in my opinion, to bring out a full vote at every election, to naturalise our residents as fast as possible, and to teach the duties of citizenship wherever possible, notably in our schools. We want good citizens. Good citizens alone are good voters.

THE CITY CHARTER.

We shall have the best possible government when all our citizens having the constitutional qualifications vote as nearly right as they can, and when our laws are brought as near perfection as reason and experience dictate. The constitution of a great American city should be substantially like that of the United States. In Boston we have taken two long steps in that direction. Our charter of 1822 drew a sharp line between the judiciary and all other government duties, and nobody has ever thought of returning to the confusion that

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marked our Town Government. In the Act of 1885 (ch. 266) we have separated our City Council from the Executive. Time has justified this division of power. But more remains to be done.

I am of opinion that our Common Council should have concurrent power with the Board of Aldermen, and that a City Council of two branches should be retained, as should the system of Aldermanic Districts. State and national Senators are elected by districts and States; there are no Senators at large. Neither should there be Aldermen at large. And as long as our Board of Aldermen has the prerogative of confirming or rejecting nearly three thousand executive appointments, — a power which should remain where it is, — the Common Council might have the sole right of originating finance bills. The members of the Common Council and the School Committee should receive compensation for their services, and perquisites should be abolished. At present the poor cannot well afford to serve in the Common Council or the School Committee. Yet the City has need of their services, and the City Government belongs to all alike. Let us beware of making public offices the natural property of the rich. In a government of the people and for the people, the voice of the poor should not be unheard.

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CONSOLIDATION OF DEPARTMENTS.

I renew my recommendation for the consolidation of certain Executive Departments for the benefit of the public and the public service. The number of separate Departments directly controlled by the Mayor of the City is thirty-nine, with ninety-two separate heads, not including more than a hundred sub-heads or assistants subject to the Mayor's confirmation, and excluding, also, more than twenty-five hundred Executive appointments, made annually subject to confirmation in the Board of Aldermen. If the Mayor wishes to make his appointments from actual knowledge, sufficient time will not be left for administrative work and for the necessary inspection of the thirty-nine separate Departments under his control, not to mention the half-dozen independent Departments and special boards subject only to his general supervision. If the Mayor cannot readily keep familiar with the Departments, how can the plain citizen who comes to City Hall to transact business? The President of the United States has eight Cabinet officers, the Mayor of Boston has ninety-two.

We need a Board of Public Works forthwith, and other consolidations in time. There is no valid reason why the five Ferry Commissioners,

established by Ordinance, should not be replaced by one Superintendent, to be appointed by the Mayor subject to confirmation in the Board of Aldermen. Mt. Hope Cemetery should be placed under similar control. I think one Record Commissioner sufficient. The Fire Department, the Law Department, the Park Department, the Public Institutions, and the entire Water department should have one well-paid head each, three-headed commissions tending to divide responsibility, and to give a less energetic and harmonious service than the public requires. The office of Fire Marshal, established by the Commonwealth, should be abolished, and its duties transferred to the Fire Department. In the Records, Fire, and Law Departments the simplification can be established by Ordinance. Constables should be appointed by the Board of Police. All weighers and measurers should be attached to the Department of Weights and Measures.

TERMS OF OFFICE.

Heads of Departments should be appointed during good behavior, and all subordinates, save in a few cases, should come under the civil-service regulations of the Commonwealth, partly to abolish favoritism, that curse of government, partly to save time usually wasted when places

in the public service are filled upon the request of interested persons. Officers appointed by the Mayor and confirmed by the Board of Aldermen, unless in charge of a Department established by Ordinance, should be appointed for one year only. At present Constables, Weighers of Coal, and other minor officers serve until removed, or until others are appointed in their respective places.

I think our present system of annually electing the entire City Government little less than barbarous. There is no sound reason why Mayors should not be elected for terms of two or three years, and why the members of the City Council should not be chosen for like terms, one-half or one-third to be voted for annually. In that way the City Council would become a perpetual body, and the annual elections would no longer give so unfortunate a shock to the public service and the interests of the City. Annual elections as now held are neither instructive nor useful. Longer terms of elective officers are conservative and will place upon voters a greater duty.

PUBLIC WORKS.

In view of the great undertakings begun years ago, very little new work has been attempted during the past two years. Of the great works not yet completed, the parks and the new Public-

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Library building require still further appropriations. These enormous enterprises, to which the new County Court-House should be added, are carried on under special authority conferred by the State, the City having very little to do beyond paying the bills and accepting the outcome. The Harvard Bridge may be added, as it was built under orders from the Commonwealth. Completed some time since, it is not yet open to travel, through no fault of the City of Boston. The works referred to have cost, so far, $10,782,644.15 in actual disbursements; and when they are completed, hundreds of thousands of dollars will be required annually for maintenance.

I shall not find fault with these vast undertakings. They are worthy of a rich and proud city. But it might be proper to plan more carefully before millions are sunk in a new building or other public work; and the sooner we charge a good part of the cost into our taxes, the better it will be. The idea that the future should pay for improvements it will inherit, is not altogether sound. The future will have its own duties and new enterprises. The smaller the debt we bequeath to posterity, the more we shall be honored and called prudent. A debt is a burden. A heavy debt is a calamity.

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CITY HALL.

The present City Hall should be extended, without unreasonable delay, to Court Street. The addition should be plain, very substantial, and as nearly fireproof as skill can make it. The occupation of the new Court-House has begun. The old Court-House should be vacated as rapidly as possible, and its rebuilding, for City-Hall purposes, should begin at once, partly to put an end, as soon as possible, to the rents we now pay in accommodating City and County officers (at present, $38,032.06 a year), partly to bring all City officers together in one central building.

I am confident that the proper place for the Fire Commissioners is in City Hall, and not in the headquarters building contemplated by a hasty appropriation of $165,000 made in the consternation after the great fires of 1889. The Fire Commissioners are not appointed to put out fires, or to command engine companies, but to manage the property and the affairs of the Department. They need a business office only, and not a show place that is likely to do more harm than good. The Department Chief, being the officer in command at fires, has a centrally-located office in Mason Street, which answers all legitimate purposes.

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SCHOOLS.

The City has been specially liberal, during the past two years, to our public schools. Two large school-houses have been completed and dedicated; four large school-houses have been authorised and partly contracted for; and the great Roxbury High-School building approaches completion. The allowance for current expenses, mostly for the salaries of teachers, has been generous, and the relations between the School Committee and City Hall have been exceedingly friendly. It seems wise to build plain school-houses as requirements arise, and to devote increasing attention to the lower grade of schools. We shall deserve the thanks of our fellow-citizens and posterity when we give the children in our City a plain English education coupled with as much manual and industrial training as may be possible. The future voter and wage-worker will need his senses, plain English, and skilled hands much more than the rudiments of professional learning.

WATER SUPPLY.

The Water Works of the City are in the best condition ever reported. The water supply is pure and abundant, and the rates to consumers were reduced 7 per cent. a year ago, and 10 per cent. a few days

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ago. For the next ten years the system may be expected to meet the wants of the community. The addition of Whitehall Pond to the system, the improvement of the Cedar-Swamp district, and the expected completion of Basin Five, place the Water-Supply Department in a strong position. The work of the Department toward assuring the purity of the supply is entitled to further encouragement, and the acts of the Commonwealth in that direction are highly appreciated.

LIGHTING.

The lighting of the City is excellent. In two years the number of electric lights has been increased from 704 to 1125, and their cost materially reduced. The number of gas lights has been lessened from 10,104 to 9281, the number of oil lamps has been increased from 2994 to 3056. The Department has been well managed.

STREETS.

The City needs authority for laying out and establishing the grade of streets throughout its territory. For obvious reasons the Board of Street Commissioners, whose duties have been discharged with equal fidelity and usefulness, should be clothed with authority for establishing lines beyond which no building could be erected.

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This will obviate the costly experience the City has had in the Church-Street district, and the indiscriminate erection of buildings in new streets to suit the preference of owners alone.

Kneeland Street, from Harrison Avenue to Albany Street, and Pleasant Street, from Park Square to Washington Street should be widened, to prevent blockades near the southern railroad stations, and to relieve the South-Boston travel. To relieve Washington and Tremont Streets as the great thoroughfares between the shopping-district of the City and the northern railroad stations, I suggest that Staniford and Temple Streets be widened, and that easy communication for street cars and teams be established between these thoroughfares and Park Street. This improvement, fairly invited by the addition to the State House, would divert a part of the traffic now passing through Adams and Scollay Squares, beside opening a new section of the City for first-class business purposes.

PAVING.

Much expensive re-paving is needed throughout the section south of Causeway Street and north of Beach Street. Boylston Street should be paved with granite blocks from Church Street to West Chester Park; Chester Park from Har-

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vard Bridge to Boston street, Dorchester; and Dorchester Avenue to Lower Mills. For our residence streets a new pavement will have to be adopted. Macadamising suffices for parkways and suburban or lightly-travelled streets; for sections like the South End, the Back Bay, Charlestown, and any well-travelled City street, it is insufficient and unsatisfactory, being muddy in wet weather, dusty in dry seasons, and very costly to maintain at that. The demands of the people for better pavements are imperative. Perhaps it may be best to resort to rock asphalt, the imitations of which, containing coal tar, have proved unequal to the requirements of a city like Boston. The subject is important enough to be entrusted to a commission of paid experts, with instructions to consult the experience of other communities. The National Government has promised to submit special consular reports upon this topic. Meanwhile our Street Department has been conducted during the past two years with great efficiency and with unfailing fidelity to the City and the citizens. The censure heaped upon the Department and its honorable Superintendent should have been directed against our financial resources. The entire force of the Department has been employed without interruption.

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SEWERS AND HEALTH.

Our sewers are not satisfactory. Many of them are antiquated, and should be rebuilt systematically rather than piecemeal. The Improved Sewerage System has given some relief, and the Metropolitan system, both north and south of Charles river, promises more. But the smaller sewers are not what they should be, least of all in the older sections of the City. During the past five years the City has not expended half the sums really needed for sewers, and some day the subject may force itself unpleasantly upon public attention.

For the first time in many years the mortality rate of the City is reported at less than twenty-three to each thousand inhabitants. This welcome gain for the year 1890 cannot be maintained, unless the City expends millions for sewers, and takes every advantage of the Metropolitan Sewerage system now under construction. It will save wealth and sorrow to reduce the annual death rate below two per cent.

LAW DEPARTMENT.

The curt notice of the War Department, in 1888, that by this day the Charles-river bridges should be altered, was met in a spirit of fairness, and has been

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indefinitely extended, the Corporation Counsel rendering services of eminent value. The Law Department, of which he is the chief, has rendered acceptable assistance in replacing a government of committees, traditions, and law by a government rather of law. This transition, not yet complete, is bequeathed to the fostering care of our successors. Boston needs a government, not of party or leaders, but of plain law.

FINANCES.

The finances of the City, though carefully administered, are not satisfactory. Our tax laws are made by the State, leaving little latitude to the City. The present Government has asked for the establishment of occupation fees, with special reference to corporations occupying our streets. Should this principle prevail, it may lead to revenues equitable in themselves and beneficial to the Treasury of the City. The funded debt of the City has risen from $48,576,569.29 on December 31, 1888, to $55,440,361.06 on December 31, 1890. This enormous increase of $6,863,791.77 in two years is due in part to permanent improvements begun under a previous administration, but in part also to borrowing money for current expenses. The magnitude of the debt may well give our taxpayers pause,

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the demands for interest and sinking-fund purposes being both onerous and imperative. I regret to add that the older part of the debt bears interest at more than four per cent. a year, and cannot be refunded, save at the pleasure of the bondholders. The City would gain, should all municipal bonds be exempt from taxation within the Commonwealth.

The net debt of the City, being the funded debt less the sums actually in the sinking-fund, has grown from $26,850,901.99 on December 31, 1888, to $31,053,496.98 on December 31, 1890, an increase of $4,202,594.99 under an administration that has not thought it right to begin costly improvements, having been confined to the inglorious duty of wrestling with inherited expenditures and with resources rigidly limited by the double authority of the State and public opinion. The next City Government, it is quite clear, will have to borrow more money, some of it for current expenses that ought to be met from current taxes.

This condition of things is not creditable to a community of business men. Yet the law limiting our taxes for current expenses to nine dollars on a thousand of the assessed valuation still has its champions. In sober truth, the community for itself, and the State for us, must

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choose between higher taxes and a higher debt. Unless the spirit of our people suffers a decline, our expenses will not diminish. Our streets and sewers have suffered more than is right and the community is willing to bear. To meet the expenses now demanded by the public, we must choose between augmenting our taxes or our debts. Our taxes can be raised with safety, though the government that levies a tax of fifteen or sixteen dollars per thousand may suffer in popularity. To issue bonds for current and petty expenses is perilous in the case of poor communities; in the case of a rich city like ours it is both near-sighted and immoral. For six years past we have enjoyed low taxes, and at the same time condemned the future to pay in part for what we have consumed.

The cash in the City Treasury at the close of business on December 31, 1888, was $3,264,-605.59; on December 31, 1890, $5,939,227.36. The year 1888 ended with a legal borrowing capacity of $22,028; the year 1890 with a legal borrowing capacity of $1,137,159. Today the City can borrow $1,800,000. Accordingly we do not leave our successors without ample resources for all immediate wants. We leave them also a government unsullied by our hands.

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CONCLUSION.

Gentlemen of the City Council: — The Government of this year and its immediate predecessor have been above suspicion. The work of the two years has been done without ostentation and without marked shortcomings. The City has been almost free from calamities. I thank the Departments for their fidelity. In thanking you for the good you have done, I speak for the City we love and for the office of which I now take leave.

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INAUGURAL ADDRESS

OF

NATHAN MATTHEWS, JR.,

MAYOR OF BOSTON,

TO

THE CITY COUNCIL,

JANUARY 5, 1891.

BOSTON:
ROCKWELL AND CHURCHILL, CITY PRINTERS.
1891.

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CITY OF BOSTON.

IN BOARD OF ALDERMEN,
January 5, 1891.

Ordered, That His Honor the Mayor be requested to furnish the City Council with a copy of his Inaugural Address, for publication.

Passed. Sent down for concurrence. January 5, came up concurred.

A true copy.

Attest:

JOHN T. PRIEST,
Assistant City Clerk.

ADDRESS.

Gentlemen of the City Council:—

Entering upon the discharge of my duties as Mayor of Boston without previous service in the city government, I shall at this time, with a single exception, refrain from discussing in detail the works or needs of the several departments, as it is proper that personal familiarity with their management should precede criticism. The exception will relate to the ordinary building operations of the city: namely, the construction and repair of streets and buildings, matters to which my business and professional activity has been largely devoted; and the rest of this message will be confined to the suggestion of certain general reforms of administration and finance which I have long felt to be essential to the efficiency of the government and the development of the city.

THE CITY FINANCES.

The financial condition of the city should command the attention not only of the City Council but of the citizens at large. The indebtedness

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of the city is larger than ever before, and is increasing at a dangerous rate. We owe more money and raise more taxes, per capita, than any other large city in the country. The gross debt is now $55,440,361.06, or $6,863,791.77 more than on Jan. 1, 1889; and the net debt is $31,053,-496.98, or $4,202,594.99 more than two years ago. The tax-levy has also been raised, the increase in valuations enabling the city to vote an annual appropriation order, during the past two years, averaging $1,040,980 more than the average appropriation orders of the preceding four years; and the amount of the appropriations for 1890 was within $176,281 of that for 1884, the size of which frightened the citizens into demanding a statutory limitation of the tax-rate. Notwithstanding this increase in the annual tax-levy, and the fact that large additional sums have been secured for current expenses from the funded debt (a practice wholly indefensible on general principles), the outgoing city government has already, in the first eight months of the current year, expended so much of the annual appropriations that it will be strange if there is not a deficiency in several departments before May 1.

All this might be borne without public complaint if the citizens were receiving equivalent public advantages. But there is a well-founded belief that this is not the case, and that for

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the money we spend we should obtain far greater municipal benefits. Improvements undertaken several years ago are still awaiting completion; other improvements necessary to the growth and prosperity of the city cannot even be considered; the condition of the streets is bad; the construction of new streets proceeds in as slow and unsatisfactory a way as ever; the demand for new school-houses and the extension of our public-school system in the line of industrial education has not been met; and in other respects the tax-payers justly feel that they are not receiving anything like a full equivalent for the constant increase in taxation and indebtedness.

Not only are our taxes increasing in amount, but the method of assessment renders them unnecessarily burdensome. The double taxation of incomes, credits, paper values, and other forms of intangible property is a burden upon our merchants not imposed on their competitors in the other mercantile centres of the country, and constitutes one of the chief drawbacks to the commercial progress of the city.

Inasmuch as every dollar raised by taxation comes eventually from the masses of the people and largely from the wages of labor, it is the interest of all the citizens that the causes for this condition of things should be investigated, and a

remedy, if possible, discovered and applied. Much, doubtless, can be accomplished by reforms in the administration of the various departments, particularly by such changes in methods as will tend to secure a greater concentration of service and responsibility, and a complete return in work for the very liberal expenditure in salaries and wages; but in the meantime it lies within the power of the City Council and the State Legislature to inaugurate certain general reforms in our system of municipal government which will of themselves enable us, on the one hand, to realize the desire of the people for a broad and progressive municipal policy without an increase in taxation, and, on the other hand, to simplify and render less burdensome the taxes now collected.

LOCAL SELF-GOVERNMENT AND TAXATION.

The present condition of affairs is due, in my judgment, not only to defective administrative methods, but to the loose, haphazard, and unsystematic way in which public improvements have been undertaken, to a radically bad system of taxation, and to the dependence of the City Government on the State Legislature.

The social change which has taken place during the past fifty years in the concentration of population in the great cities of the country has not been

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recognized in legislation. The city of Boston is no longer a New England town on a large scale: it is a great commercial and industrial city, the metropolis of New England, with a population greater than that of the whole State of New Hampshire; and it should no longer be kept in the leading-strings of the General Court, with less powers of self-government than those of many large cities in the most centralized monarchies of Europe. The prediction made at the time when our first city charter was adopted, that "the only bill of rights of the town of Boston shall be the will of the Legislature of Massachusetts," has been fulfilled; and the power of the Legislature over city affairs has often been exercised without the approval of the people or the City Council, sometimes in the very face of municipal objection, and generally without regard to the future development of the city.

No stronger instance of the unfortunate consequences of the legal relations that have hitherto obtained between the City and the State can be found than that furnished by the manner in which the control of the streets of Boston has passed from the citizens to private corporations. The courts of law took away from the abutters their common-law rights in the soil of the highways, and vested these rights in the State; and successive Legislatures thereupon proceeded to grant them out to

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private corporations without compensation to the abutters, either as individuals or as members of the municipal corporation. The evil results of this theory of the respective rights of the State, the City, and the individual in the public ways have at last become apparent; the supposed business necessities of one generation have proved the burden of the next; and although an escape from the present conditions may be difficult, a proper regard for the public interest requires that a change should be made from a system that deprives the municipality of the large revenue it might obtain from the use of its streets.

Another instance is found in our system of taxation, which, created and limited by general State laws, is wholly inadequate to the needs of the city of Boston, however suited it may be to those of the smaller country towns. If the city had the power to raise its taxes (at least for municipal purposes) in such manner as it saw fit, it would undoubtedly adopt a radically different system from that which the Legislature might properly determine to be best for the smaller towns. It would certainly, for instance, be profitable for the city of Boston to have the right to levy its taxes to a less extent on credits and other forms of personal property than is possible to-day. We should very likely prefer to raise some portion of the $2,600,000, or thereabouts,

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now collected from personal property, by a tax on legacies and successions. It would help the city treasury if the State tax now collected from private corporations enjoying municipal privileges should either be apportioned among the cities and towns of the Commonwealth in proportion to the value of the locations granted by them, rather than according to the residence of the individual stockholders, or abolished altogether, leaving each city free to tax these corporations in such manner as it should deem equitable. The city interest account could be reduced if its bonds were exempt from taxation; the amount annually collected by taxing these bonds being insignificant in comparison with the benefit to the city to be realized from their exemption, by enabling it to place its loans at a lower rate of interest.

Again, it seems to me that the city should have the right to undertake for itself, if financial and other conditions permit, all functions of a public character now commonly intrusted to private enterprise. It would doubtless generally be the case that these rights would not be exercised, but the possession of them would put the city in a better position to make terms with individuals and corporations seeking municipal privileges than is now the case.

In other words, the main need of Boston is greater powers of self-government; a result to be

achieved not so much by increasing or extending the functions of government as a whole, as by transferring them from the State to the municipality.

STREET BUILDING.

There is another reform in taxation which is peculiarly necessary to the city of Boston. The present plan of building new streets is at variance with all sound principles of taxation, and has been abandoned in many of the newer cities of the country. The entire cost of building new streets should be borne by the abutters who are the persons principally benefited, and not as at present by the city. There would be still some cases which it would be well to exempt on public grounds from the operation of this principle, but it should apply to all ordinary street extensions and improvements.

A board or commission, charged with this special duty, should first lay out streets in the outlying wards, where rights of way can be obtained, on a comprehensive system adapted to the growth of the city for years to come, and determine the location, grade, and other details. A certain proportion of the abutters on any of these projected streets should have the right to compel the city, on petition, to construct the

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street, which should be immediately filled, graded, paved, and supplied with sewers, water, curb-stones, and sidewalks. The gas companies and other private corporations likely to ask for locations in that street should be compelled to put in their pipes, poles, and wires at the outset. The money needed to build these streets should be provided by special loans outside the debt limit, and the entire expense to the city should be divided *pro rata* among the abutting estates, and charged as a first lien upon them payable, on long time, with interest at 6 per cent. The financial part of the business could be in charge of the Sinking-Fund Commissioners.

The result of this change would be a slight increase in the cost to builders of getting their houses ready for the market; but I am satisfied from personal experience that the compensating advantage to all persons engaged in the improvement of real estate, in having the streets actually built and completed when wanted, would outweigh the increased cost to them. The benefit to the treasury of the city is difficult to compute, as the books of the various departments are not kept in such a manner as to render it easy to distinguish between expenditures for new streets, and expenditures for ordinary street repairs. Taking account, however, of the money spent by the Street Department alone, including the general appropria-

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tion for the year and all special appropriations and loans, I believe that the proposed change would effect a saving of about half a million dollars a year in this single department. There would also be a saving in the other departments intrusted with separate portions of the work of street building, and a profit in the interest account. The city ought to save in this way at least enough money to clean the streets and water them.

Apart from the financial benefit to the city treasury, the proposed change would, in my judgment, give a great stimulus to building operations; the demand for street improvements would be greatly increased; the money would be on hand to pay for them; permanent employment would be furnished to a far greater number of city laborers than is now possible; the repeated tearing up of the streets would be done away with to a great extent; and the growth and progress of the city would be rapidly and scientifically advanced.

CONSOLIDATION OF STREET DEPARTMENTS.

In connection with the general subject of streets I have one further recommendation to make, and that is, that all those departments or portions of departments which have to do with the construction, maintenance, and repair of the public streets should be consolidated in one department, under

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one responsible head. This work is now divided between the Street Department, the Department of Sanitary Police, the Department of Bridges, the Department of Sewers, and the Water Board.

Everybody recognizes that this division of responsibility and work inures to the disadvantage of the city in many ways; but there has been no general agreement as to the best method of relief. I am opposed to the creation of a board of public works, and also to the consolidation under a single head of more departments than one first-class man can direct; and I do not apprehend that much could be saved in the way of salaries, as there would still be a necessity for separate bureaus or divisions, each under a responsible head, for the different branches of the work. I believe, however, that one man can easily take general charge of the entire work of street construction and repair, and that a consolidation in one department under a single head directly responsible to the Mayor of all the work on the streets now done by five or six departments would promote economy, end the present friction between these departments, enable the labor, machinery, and appliances at the city's command to be used where most needed, and help to solve the vexed question of the permanent employment of the city laborers in these departments.

RAPID TRANSIT.

I have called attention to the necessity for laying out the future streets of the city upon a systematic plan. There is another problem connected with the streets which should also be treated in a comprehensive, far-seeing spirit, to the end that all danger of repeating in this case the mistakes in laying out, widening, and extending streets which have already been so costly to the city may be avoided. I refer to the problem of rapid transit. Many schemes have been suggested during the past few years, none of which, it is safe to say, are entirely satisfactory. On the other hand, the demand for rapid transit is a genuine one, and should be met at an early date. I believe that the city government itself should grapple with this problem and endeavor to settle it to the satisfaction of the people, rather than leave the matter entirely to the interested action of private corporations.

I recommend, therefore, the appointment of a commission of experts, consisting of five persons, to be appointed by the Mayor, and to receive a sufficient compensation, and an appropriation for clerical, travelling, and other expenses, whose duty it shall be to consider the whole subject of rapid transit, including elevated roads, tunnels, routes, systems, damages, companies, and in particular the

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best means of protecting the financial interests of the city as a corporation. While the latest plan presented by the West End Railway Company contains features of merit, and while this company can alone furnish to the people the benefit of a continuous trip on both elevated and surface systems for a single fare, yet the present financial condition of the city precludes, in my opinion, the consideration of this proposition. On the other hand, the company has no right to condemn land for the purpose of building an elevated road on the route proposed.

As matters stand, there can be no rapid transit road across the city until the State Legislature or the city government shall act. I believe the proper course to pursue, both in the interest of the city treasury and of the citizens at large, is for the city government to take the whole matter into its own hands, and, without attempting to interfere with the charter rights of existing corporations, proceed, by means of a special commission, to devise a plan for rapid transit that shall be permanently useful to the people and profitable to the city. Any such plan thus reported and adopted by the city government would undoubtedly receive the sanction of the Legislature.

I would have this commission consider also the kindred matter of quicker communication

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between the city proper and East Boston, South Boston, Charlestown, and Cambridge. The ferries and drawbridges are a source of great annual expense, and it is worthy of careful consideration whether this expenditure cannot be greatly diminished by the construction of permanent means of communication across or under the Charles river and the harbor.

CHARLES–RIVER BASIN.

The various problems connected with the Charles-river basin should receive immediate attention. The railroad and other tide-water bridges interfere with navigation, and block the river for at least two hours of every tide to the passage of small boats. On the other hand, the reconstruction of these bridges in the sole interest of a freer navigation would diminish greatly the facilities for getting in and out of the city. We have, also, in this basin the opportunity for making the finest water park in any city in this country; an opportunity which should be grasped before too late.

The eventual solution of this whole problem should, I think, be an imitation of the plan adopted by the city of Hamburg, under similar circumstances. We should dam up the stream at the narrowest point between Charlestown and Boston,

and lay out a series of parks and boulevards along the basin thus created. The interests involved are so many and so complicated, that it would be useless to speculate at present on the cost or even the possibility of carrying out this idea; but it is possible to ascertain the facts, and I would suggest as the best way of getting at them, that the city government petition the Legislature to authorize the Governor to appoint a commission to consider the whole subject and report to the next Legislature.

PARKS.

One of the chief improvements undertaken in recent years is the extension of our park system. It is to be regretted that constitutional objections prevent the application to these improvements of the practice obtaining in foreign countries, where the expense of similar undertakings is reduced, and in many cases entirely covered, by condemning the surrounding land and selling it on completion of the park, thus enabling the city, rather than private individuals, to reap the benefit to neighboring property. I believe, however, that this principle could be applied, legislative authority being first obtained, to some of the park improvements which the city will be called upon to undertake during the next few years. I commend this matter to the consideration of the City Council.

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SCHOOLS.

The present high standard of our public schools should be maintained, and the appropriations for this purpose should be as liberal as possible. Their efficiency can be further increased, in my judgment, by the gradual introduction into our public-school system of instruction in the manual and industrial arts. A manual training high school should be established at once. It is obvious that new buildings are needed for this purpose, and also to meet the increase and shifting of population. The establishment of a parental truant school has also been directed by act of the Legislature. These buildings should be constructed with a view to economy, durability, and hygienic considerations, rather than architectural adornment; and a part of the cost should be defrayed by the sale of several school-houses, which are now no longer needed.

ARCHITECT'S DEPARTMENT.

In connection with the building operations of the city I would suggest a reconstruction of the Architect's Department. The present system costs, as near as I can ascertain, more than double what private owners would pay for similar services, and prevents the city from receiving the benefit of progress and competition in design. I

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recommend an early consideration by the City Council of the details of this much needed change.

BUILDING LAWS.

The building laws stand in need of revision. I commend to your attention the report made to the last city government by the commissioners appointed for that purpose. The revision proposed by them contains many sections of great value, but can, I believe, be still further improved. I shall take an early opportunity of submitting to the City Council a redraft of the proposed law.

THE FISCAL YEAR.

A special reform which I think should be inaugurated at once is a change in the fiscal year. A month or six weeks ought to be sufficient to enable the departments to close up the business of the financial year, and to get ready for the new one. The present system holds out the temptation to the out-going city government to unload its financial difficulties upon the next, and the new city government has consequently for the first four months to bear the burden of the mistakes of the preceding year, and usually to make up large deficiencies in appropriations which should have been taken out of the tax-levy of the previous year. I believe that the fiscal year

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should correspond as nearly as practicable with the calendar year, and I suggest February 1 as an available date for that purpose.

CONCLUSION.

Among the foregoing suggestions there are three which require action by the City Council alone; namely, the change in the fiscal year, the consolidation of the various street departments, and the appointment of a rapid transit commission.

The other reforms recommended, namely, the change in our system of laying out, building, and paying for street improvements, the various changes in our system of taxation, and the appointment of a commission to consider the possibilities of the Charles-river basin, all require action by the State Legislature, and this should be based on the request of the city government.

I have confided this inaugural message to the recommendation of certain radical reforms in our methods of taxation and of conducting public improvements, because I have long been convinced that changes of this character must be made before the citizens of Boston can hope to have a satisfactory and progressive municipal administration without an increase in taxation.

I believe that public opinion is very generally in

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favor of tax reform in the direction here suggested, as indicated by the fact that one of the great political parties of the State declared in its platform of 1890 that "the time has come when cities and towns should be intrusted with larger powers of home rule in matters of taxation and municipal administration."

It has been characteristic of the people of this Commonwealth and city to lead the way in movements of progress and reform. The times are ripe for well-considered and effective improvements in municipal administration; and I should, I believe, misinterpret the sentiments of my fellow-citizens if I did not assume that they will give a hearty and popular support to all earnest efforts to prevent Boston from falling behind other cities in this and foreign countries in the progressive development of the methods of municipal government.

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APPENDIX.

AUDITING DEPARTMENT.

DECEMBER 31, 1890.

To the Mayor.

SIR: — In answer to your circular letter of December 20, 1890, I would state that the expenses of this Department for the financial year 1890–91 to December 31, 1890, have been $18,723.45, leaving a balance of $7,976.55, which will be sufficient for the financial year ending on April 30, 1891.

Herewith please find statements of the debt and Sinking-Funds of the City of Boston and County of Suffolk.

Very respectfully,

JAMES H. DODGE,
City Auditor.

DEBT STATEMENT.

THE CITY AND COUNTY DEBT.

Gross funded debt, December 31, 1889		$51,185,741 09
Add funded debt issued in 1890		5,462,000 00
		$56,647,741 09
Deduct funded debt paid in 1890		1,207,380 03
Gross debt, December 31, 1890		$55,440,361 0
Sinking-Funds, December 31, 1889	$22,789,195 93	
Receipts during 1890	2,775,392 44	
	$25,564,588 37	
Payments during 1890	1,226,448 23	
	$24,338,140 14	
Bonds and mortgages the payments of which are pledged to the payment of debt	48,723 94	
Total redemption means, December 31, 1890		24,386,864 08
Net debt, December 31, 1890		$31,053,496 98

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Gross debt, December 31, 1890	$55,440,361 06
Gross debt, December 31, 1889	51,185,741 09
Increase	$4,254,619 97
Net debt, December 31, 1890	$31,053,496 98
Net debt, December 31, 1889	28,321,788 06
Increase	$2,731,708 92
City debt, including balance of debts assumed by acts of annexation	$35,226,087 08
County debt	3,229,000 00
Cochituate Water debt	16,246,273 98
Mystic Water debt	739,000 00
	$55,440,361 06

At the present time the assumed debts remaining unpaid are, on account of

Charlestown City		$502,000 00,	bearing 6%
Mystic Water	$338,000 00		" 6%
" "	108,000 00		" 5%
" "	18,000 00		" 4%
" "	240,000 00		" 3½%
" "	35,000 00		" 3¼%
		739,000 00	
		$1,241,000 00	
West Roxbury		25,000 00	" 7%
		$1,266,000 00	

BORROWING POWER.

Statement showing borrowing limit, December 31, 1890: —

Total Debt, City and County, December 31, 1890		$55,440,361 06
Less Special Loans (outside of limit)	$5,261,000 00	
" Cochituate Water debt	16,246,273 98	
" Mystic Water debt	739,000 00	
" County debt (outside of limit)	2,400,000 00	
		24,646,273 98
Amount carried forward,		$30,794,087 08

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Amount brought forward,			$30,794,087 08
Sinking-Funds		$24,338,140 14	
Less Cochituate Water Sinking-Fund . . .	$5,854,530 21		
Mystic Water Sinking-Fund	719,722 81		
Public Park Construction Sinking-Fund . .	237,776 16		
Special Loans Sinking-Fund	187,646 49		
County Court-House Sinking-Fund . . .	81,957 25		
		7,081,632 92	
			17,256,507 22
Net debt, excluding debts outside of limit			$13,537,579 86
Two per cent. on $733,736,943, average valuation for five years, less abatements			$14,674,738 86
Debt as above			13,537,579 86
Right to borrow, under Chap. 178, Acts of 1885, December 31, 1890			$1,137,159 00

Gross Debt and Debt Requirements.

Year.	Debt upon which interest was paid.	Interest		Sinking-Funds.	
		Paid from Taxes other than Water.	Paid from Water Taxes.	Receipts from Taxes other than Water.	Receipts from Water Taxes.
1878-79	$42,359,816 23	$1,666,754 56	$685,405 70	$664,903 00	$248,328 32
1879-80	42,030,125 36	1,670,147 66	706,902 93	495,704 00	267,705 30
1880-81	40,949,332 18	1,535,549 91	684,621 52	593,655 00	227,440 20
1881-82	40,079,312 04	1,527,144 96	661,419 76	731,501 00	273,894 04
1882-83	41,184,358 12	1,492,377 19	692,203 30	720,159 00	282,231 25
1883-84	43,185,669 07	1,533,972 32	698,073 41	768,278 00	. . . . .
1884-85	42,962,180 02	1,520,900 10	717,618 07	789,498 00	280,260 89
1885-86	43,628,322 04	1,511,413 41	730,688 78	643,968 00	185,322 11
1886-87	46,799,962 72	1,523,974 78	738,749 26	625,005 00	360,083 68
1887-88	48,993,803 45	1,591,699 28	771,997 96	749,107 00	260,038 95
1888-89	49,920,475 25	1,603,362 68	788,117 32	808,930 00	279,499 01
1889-90	53,930,095 23	1,642,275 75	802,227 83	882,272 00	326,360 19

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Loans Authorized by Statute Outside of Debt Limit.

Year.	Chap.	Object.	Amount Authorized.	Date of Approval.	Amount Issued.
1886	304	Public Park Construction . . .	$2,500,000	June 21, 1886,	$2,000,000
1887	101	Suffolk County Court-House .	[1] 2,500,000	March 21, 1887,	2,400,000
	282	Harvard Bridge	250,000	May 18, 1887,	250,000
	312	Public Park Lands	400,000	May 26, 1887,	400,000
	394	Sewer, Tremont street	75,000	June 11, 1887,	
	428	Stony Brook Improvement . .	500,000	June 16, 1887,	500,000
1888	392	Public Park Lands	600,000	May 23, 1888,	600,000
1889	68	New Library Building	1,000,000	March 1, 1889,	811,000
	254	W. Chester Park Extension . .	75,000	April 12, 1889,	
	283	Congress street and Oliver street Extension	500,000	April 26, 1889,	
	322	Improved Sewerage	500,000	May 9, 1889,	500,000
1890	271 and 444	Public Parks, Charlestown . .	200,000	May 5 and June 28, 1890,	200,000
		Total	$9,100,000	. . . . .	$7,661,000

[1] In addition to the cost of the land.

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Loans of 1890.

Date of Order.	Debt issued since Jan. 1, 1890.	Included in Debt Limit.	Outside of Debt Limit.
Jan. 4, Feb. 10, and Dec. 31, 1887	Public Park Construction		$500,000 00
Mar. 18, 1889	New Library Building		311,000 00
Nov. 13, 1889	Additional Supply of Water		300,000 00
Nov. 13, 1889	Extension of Mains, etc.		20,000 00
Jan. 3, 1890	High Service		100,000 00
Jan. 3, 1890	Suffolk County Court-House		800,000 00
Dec. 24, 1889, and Jan. 24, 1890	Miscellaneous	$1,037,000 00	
Feb. 11, 1890	Public Park Lands		600,000 00
Mar. 1, 1890	High Service		100,000 00
Mar. 10, 1890	Miscellaneous	574,000 00	
Oct. 13, 1890	Extension of Mains, etc.		250,000 00
Oct. 13, 1890	Public Parks, Charlestown		200,000 00
Oct. 17, 1890	Miscellaneous	670,000 00	
		$2,281,000 00	$3,181,000 00
	Total $5,462,000 00		

COLLECTING DEPARTMENT.

January 1, 1891.

To the Mayor.

Sir: — The assessments committed to the Collector for the financial year beginning May 1, 1890, not including Cochituate and Mystic water rates; amount to $12,220,946.72. Of this amount there has been to December 31, 1890, $10,120,429.57 collected; $85,505.36 abated, and $2,015,011.79 remains uncollected. This includes the State, City, and County taxes, $10,-996,923.15, of which $8,980,135.32 has been paid, $70,698.81

abated; leaving $1,946,089.02 unpaid, and the Bank tax, $891,-312.80, all of which has been paid.

The Cochituate water rates, assessed on the first of January, 1890, and additional and meter rates assessed during the year, amount to $1,476,287.38. There has been paid of these assessments $1,228,627.01; abated, $79,015.061; eaving $168,645.31 uncollected. The Mystic water rates for the same time stand as follows: Assessed, $336,904.76; paid, $307,651.61; abated $28,-532.94; unpaid, $720.21.

The total receipts in money from all sources from May 1, 1890, to December 31, 1890, both inclusive, amount to $13,325,109.38.

A general summary of the accounts shows that the balance of bills and assessments outstanding January 1, 1890, was		$2,610,821 66
The assessments from January 1, 1890, to December 31, 1890		14,208,989 15
Cash deposits from January 1, 1890, to December 31, 1890,		2,499,090 43
Total amount charged to Collector		$19,318,901 24
The Collector is credited with abatements	$612,723 62	
Cash paid City Treasurer	15,953,060 39	
		16,565,784 01
Balance uncollected		$2,753,117 23

The amount appropriated for the expenses of the department was $71,410. The amount expended to date, $55,652.84, leaving a balance unexpended of $15,757.16, sufficient to continue the work to the close of the financial year.

Respectfully,

James W. Ricker,

City Collector.

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TREASURY DEPARTMENT.

City Treasurer's Office, January 1, 1891.

To the Mayor.

Sir: — The undersigned herewith presents a statement, in compliance with your request of December 20, 1890, of the receipts and payments of the City of Boston and County of Suffolk for the year 1890, beginning January 1, 1890, ending December 31, 1890, showing the balance of money remaining in the Treasury December 31, 1890, and where deposited, and of the other matters referred to in your communication.

Respectfully,

Alfred T. Turner,
City Treasurer.

STATEMENT.

For the Year 1890.

Cash Balance, January 1, 1890	. . . . .	. . . . .	$4,400,651 82
Receipts.			
From City Collector: —			
On account of City of Boston . .	$15,760,630 33		
On account of County of Suffolk .	219,232 37		
		$15,979,862 70	
Temporary Loans: —			
Anticipation of Taxes, 1890, 3½% . . .	. . . . .	1,500,000 00	
City Loans: —			
Miscellaneous Purposes, 3½%	$1,037,000 00		
Public Park Lands, 3½%	600,000 00		
Public Park Construction, 4%	500,000 00		
New Public Library Building, Dartmouth street, 4%	311,000 00		
Miscellaneous Purposes, 4%	1,244,000 00		
Public Park, Charlestown District, 4%,	200,000 00		
		3,892,000 00	
Carried forward	. . . . .	$21,371,862 70	$4,400,651 82

Brought forward	. . . . .	$21,371,802 70	$4,400,651 81
Cochituate Water Loans: —			
High Service, 3½%	$200,000 00		
Extension of Mains, etc., 3½%	20,000 00		
Extension of Mains, etc., 4%	250,000 00		
Additional Supply of Water, 4%	300,000 00		
		770,000 00	
Suffolk County Loans: —			
Suffolk County Court-House, 3½%	. . . . .	800,000 00	
Premium on Loans negotiated: —			
City Loans	$95,605 64		
Cochituate Water Loans	37,706 00		
County Loans	9,408 00		
		142,719 64	
Public Library Trust Funds: —			
Bequest of Joseph Scholfield	. . . . .	11,766 67	
Board of Commissioners of Sinking-Funds: —			
For payment of debt	$1,190,380 03		
For cost of Redemption of Sterling Debt,	969 84		
For revenue refunded	110 41		
		1,191,460 28	
Pay-Roll Tailings from Paymasters, Settlements with Cashier, parties unpaid on: —			
City account	$30,116 70		
County account	712 71		
		30,829 41	
Tax Titles, received from owners to secure estates sold for taxes	. . . . .	167 00	
Interest on Bank Deposits	. . . . .	129,276 79	
			24,448,082 49
			$28,848,734 31
PAYMENTS.			
On account of the City of Boston: —			
On Mayor's Drafts: —			
General Drafts	*$6,678,312 02		
Carried forward	$6,678,321 02		

* Amount of General Drafts through City Auditor's Office, from Jan. 1, 1890	$6,686,166 17	
Less: Amount not paid Dec. 31, 1890	8,482 81	
		$6,677,683 36
Add: Outstanding Dec. 31, 1889, paid		637 66
		$6,678,321 02

Brought forward	6,678,321 02	
Pay-Roll drafts	*6,923,086 33	
Special Drafts	6,243,416 21	
		† 19,844,823 56
Commonwealth of Massachusetts:—		
State Tax, 1890	$645,767 50	
National Bank Taxes, 1890	684,979 40	
" " " 1889	227 15	
Liquor License Revenue, 1889–90	252,825 00	
" " " 1890–91	729 75	
Armory Loan Assessment	28,056 27	
		1,612,585 07
Board of Commissioners of Sinking-Funds:— Revenue payable under authority of Ordinance on Finance	$43,284 79	
Premium on Loans negotiated	198,103 74	
		241,388 53
Pay-Roll Tailings, payments by Cashier to parties not paid by Paymasters		29,396 14
Public Library Trust Funds		21,800 00
Police Charitable Fund		9,600 00
Bowdoin (Dorchester) School Fund		4,500 00
Mount Hope Cemetery Trust Fund		3,000 00
City Debt due prior to May 1, 1890		3,000 00
Old Claims, Mayor's Drafts		629 27
Sewer Assessments refunded		3,965 84
Protested Sewer Assessments refunded		497 44
Taxes, etc., refunded		942 83
Cochituate Water Rates refunded		1,281 08
Tuition of Non-Residents refunded		119 49
Carried forward		$21,777,729 25

*Pay-Roll Drafts through City Auditor's Office, from Jan. 1, 1890	$6,938,523 39	
Less: Not paid Dec. 31, 1890	38,807 37	
		$6,899,716 02
Add: Outstanding Dec. 31, 1890		23,370 31
		$6,923,086 33

† Includes City Debt paid	$1,088,380 03	
Temporary Loans	1,500,000 00	
Mystic Water Debt	100,000 00	
Cost of redemption of Sterling Debt	969 84	
		$2,689,349 87

† Includes Interest paid:—		
On City Debt	$1,570,158 28	
Cochituate Water Debt	767,359 38	
Mystic Water Debt	42,207 50	
		$2,379,725 16

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Brought forward		$21,777,729 25	
Mystic Water Rates refunded		174 75	
Residue Tax Sales, etc.		127 19	
Tax Titles		93 60	
Protested Taxes refunded		1,584 16	
National Bank Taxes refunded		6 91	
Franklin Park Betterment repayments		6 88	
		$21,779,522 74	
Payments on account of County of Suffolk: —			
Allowed by Auditor of County of Suffolk	*660,140 55		
Mayor's Special Drafts	†469,211 75		
Pay-Roll Tailings, payments by Cashier to parties not paid by Paymasters	341 94		
County Fines to Complainant	236 50		
Judgment for Costs of Suit, etc.	23 72		
County Fines, Award for Neglect to Support Wife and Children	20 00		
Old Claims, Allowances of Auditor	6 75		
Bounty for Destruction of Seals	3 00		
		1,129,984 21	
		† $22,909,506 95	
Recapitulation.			
Cash Balance, January 1, 1890			$4,400,651 82
" Receipts on account of City of Boston		$23,418,729 41	
" " " " County of Suffolk		1,029,353 08	
			24,448,082 49
			$28,848,734 31
Payments on account of City of Boston		$21,779,522 74	
" " " " County of Suffolk		1,129,984 21	
			22,909,506 95
Cash balance, Dec. 31, 1890			$5,939,227 36

* County Requisitions through County Auditor's Office from Jan. 1, 1890	$660,065 51
Less: Amount not paid Dec. 31, 1890	427 30
	$659,638 21
Add: Outstanding Dec. 31, 1889, paid	502 34
	$660,140 55
* Includes County Debt paid	$17,000 00
† Includes Interest paid on County Debt	$105,217 38

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Balance December 31, 1890, as per preceding statements, as follows: —	
Atlantic National Bank	$100,254 80
Atlas National Bank	150,382 22
Blackstone National Bank	100,254 90
Boston National Bank	100,254 80
Broadway National Bank	60,129 15
Bunker Hill National Bank	100,271 29
Central National Bank	100,271 22
Columbian National Bank	100,216 67
Commercial National Bank	25,063 48
Continental National Bank	100,263 01
Everett National Bank	75,191 09
Faneuil Hall National Bank	100,254 80
First National Bank	100,230 11
First Ward National Bank	60,165 04
Fourth National Bank	100,246 58
Freeman's National Bank	100,246 58
Hamilton National Bank	100,221 92
Lincoln National Bank	75,200 00
Manufacturers' National Bank	75,184 93
Market National Bank	100,246 57
Massachusetts National Bank	100,238 35
Maverick National Bank	75,172 50
Mechanics' National Bank	60,162 74
Monument National Bank	50,135 64
Mount Vernon National Bank	60,162 93
National Bank of the Commonwealth	100,246 58
National Bank of North America	100,246 58
National City Bank	100,246 58
National Eagle Bank	100,225 00
National Exchange Bank	100,230 13
National Hide and Leather Bank	200,460 32
National Market Bank of Brighton	50,133 35
National Rockland Bank	75,197 27
National Security Bank	75,212 57
National Union Bank	100,213 69
Carried forward	$3,162,823 43

Brought forward	$3,162,823 43	
National Webster Bank	100,230 11	
New England National Bank	100,164 38	
North National Bank	100,230 13	
Old Boston National Bank	100,230 14	
People's National Bank	75,206 29	
Second National Bank	200,460 28	
Shawmut National Bank	100,230 13	
Third National Bank	100,263 04	
Traders National Bank	60,140 00	
Tremont National Bank	100,216 58	
	$4,200,194 51	
Globe National Bank	263,952 24	
Howard National Bank	304,768 85	
National Bank of Redemption	272,101 68	
National Bank of the Republic	615,706 07	
National Revere Bank	191,410 35	
National Security Bank, Pay-roll Tailings account	7,977 69	
Cash deposited in Banks		$5,856,111 39
Cash and Cash vouchers in office, including payments made on January, 1891, draft		83,115 97
		$5,939,227 36

Mass Doc 12.2

INAUGURAL ADDRESS

OF

NATHAN MATTHEWS, Jr.,

MAYOR OF BOSTON,

e

TO

THE CITY COUNCIL,

JANUARY 4, 1892.

BOSTON:
Rockwell and Churchill, City Printers.
1892.

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OF

NATHAN MATTHEWS, JR.,

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TO

THE CITY COUNCIL,

JANUARY 4, 1892.

BOSTON:
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1892.

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CITY OF BOSTON.

IN BOARD OF ALDERMEN,

January 4, 1892.

Ordered, That His Honor the Mayor be requested to furnish the City Council with a copy of his inaugural address for publication.

Passed. Sent down for concurrence. January 4, came up concurred.

A true copy.

Attest:

JOHN M. GALVIN,
City Clerk.

ADDRESS.

Gentlemen of the City Council of 1892:

The chief function of the City Council, as the legislative branch of the City Government, is to determine the amounts of money which the executive departments shall be authorized to expend during the year, and the manner in which the money shall be raised. The exact financial condition of the city should, therefore, be carefully considered at the outset of your deliberations.

THE CITY DEBT.

Tables hereto appended give the history of our city debt since 1822, and show an increase at times and in the aggregate wholly disproportionate to the benefits obtained, viewed from the standpoint of to-day.

While few will criticise the use of the city's credit to procure money for systematic and well-considered improvements, — such, for example, as our Park, Improved Sewerage, and Water systems, — no one who looks carefully over the list

of objects for which the city has issued loans since its incorporation in 1822, aggregating over $100,000,000, can escape the conclusion that a large part of the money has been borrowed improvidently and expended injudiciously. These loans and the resulting present indebtedness of the city are not only excessive in respect to the number of citizens and their aggregate wealth, but seem also out of proportion to the value, to the present and succeeding generations, of the improvements in which the money has been sunk.

Realizing the importance of these considerations, the City Government of 1891 borrowed only $2,716,500, and the net debt was reduced during the year by $350,138.64, or from $31,053,496.98 to $30,703,358.34.

The policy of permitting no increase in the net city debt, and of borrowing nothing for current expenses, thus inaugurated, was deliberately made the platform of the successful party at the last municipal election; and the verdict of the citizens on that occasion cannot be regarded otherwise than as an emphatic demand on their part for a continuance of that policy.

Owing to the change in the fiscal year, which hereafter will begin on February 1, and to the law of 1891 (chapter 93), which permits the city

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to issue loans at any time for all the money which it proposes to borrow within the debt limit during the year, you will be called upon at once to consider not only the distribution of the city's income among the several departments in such manner as to maintain their present standard of efficiency, but also to devise the ways and means by which all really necessary public improvements can be undertaken without increasing the net debt of the city beyond the amount at which it stood on Jan. 1, 1891. The subject should be handled not merely from the standpoint of this year's financial possibilities, but as an annually recurring problem, not to be solved in any one year at the expense of the finances of the next.

I have prepared with some care a table showing the amount expended on special appropriations for what may be termed permanent improvements during the past five years, the amount estimated by the principal departments and myself as proper to be raised for such purposes during the next five years, the unexpended balances of special appropriations now on hand, and an estimate of the fresh money needed for these purposes during the year 1892.

EXPENDITURES FOR PERMANENT IMPROVEMENTS IN PAST FIVE YEARS, AND ESTIMATES FOR NEXT FIVE YEARS.

Object of Expenditure.	Expenditures in Past Five Years.			Unexpended Balances, Jan. 1, 1892.	Estimated Expenditure in next Five Years.			Mayor's Estimates for 1892.		Object of Expenditure.
	May 1, 1887, to May 1, 1891.	Nine months' drafts, May 1, 1891, to Jan. 1, 1892.	Total, May 1, 1887, to Jan. 1, 1891.		In addition to balances on hand Jan. 1, 1892. Department Estimate.	In addition to balances on hand Jan. 1, 1892. Mayor's Estimate.	Mayor's Estimate of total Expenditure for next five years, including balances on hand, Jan. 1, 1892.	Estimated amount of fresh money needed during the year.	Total Estimated Expenditure for the year, including balances on hand, Jan. 1, 1892.	
Cochituate water: —										Cochituate water: —
Additional supply . .	$284,960 27	$228,748 72	$513,708 99	$116,271 09	$2,500,000			$185,000 00	$301,271 09	Additional supply.
Extension of mains .	1,101,084 54	198,960 05	1,300,044 59	41,382 22	1,850,000	$2,200,000	$2,431,879 80	190,000 00	231,382 22	Extension of mains.
High service	432,439 79	. . . . .	432,439 79	74,226 49	125,000			. . . . .	74,226 49	High service.
School-houses and sites,	814,560 46	460,101 35	1,274,661 81	634,583 39	. . . . .	1,750,000	2,384,583 39	500,000 00	1,134,583 39	School-houses and sites.
Court-house	2,012,030 26	188,594 56	2,200,624 82	150,636 93	330,000	330,000	480,636 93	150,000 00	300,636 93	Court-house.
Public Library	1,026,449 00	187,320 75	1,213,769 75	155,085 14	1,000,000	1,000,000	1,155,085 14	250,000 00	405,085 14	Public Library.
Fire Department . . .	210,303 30	55,000 75	265,304 05	234,065 67	285,000	200,000	434,065 67	. . . . .	234,065 67	Fire Department.
Police Department . .	86,682 17	6,085 38	92,767 55	33,914 62	100,000	100,000	133,914 62	. . . . .	33,914 62	Police Department.
City Hospital	182,241 16	. . . . .	182,241 16	42,000 00	629,500	300,000	342,000 00	50,000 00	92,000 00	City Hospital.
Public Institutions . .	29,825 66	15,154 93	44,980 59	99,845 07	545,000	200,000	299,845 07	50,000 00	149,845 07	Public Institutions.
Parks	2,932,623 50	907,930 03	3,840,553 53	793,165 59	. . . . .	2,800,000	3,593,165 59	200,000 00	993,165 59	Parks.
Public Grounds	73,987 71	63,907 66	137,895 37	8,568 94	. . . . .	100,000	108,568 94	25,000 00	33,568 94	Public Grounds.
Ferries	52,311 55	41,298 79	93,610 34	47,751 21	356,000	150,000	197,751 21	. . . . .	47,751 21	Ferries.
Street Department: —										Street Department: —
Bridges	274,645 63	90,499 50	365,145 13	34,332 44	923,800	500,000	534,332 44	200,000 00	234,332 44	Bridges.
Sewers	432,863 35	219,565 35	652,428 70	91,913 96	2,491,000	2,000,000	2,091,913 96	341,000 00	432,913 96	Sewers.
Paving	866,425 48	977,567 50	1,843,992 98	227,707 29	5,355,000	3,750,000	3,977,707 29	750,000 00	977,707 29	Paving.
Buildings, etc. . . .	17,959 66	. . . . .	17,959 66	40,000 00	261,000	150,000	190,000 00	. . . . .	40,000 00	Buildings, etc.
Street widenings . . .	1,018,008 75	160,178 49	1,178,187 24	224,384 24	. . . . .	200,000	424,384 24	. . . . .	224,384 24	Street widenings.
Improved Sewerage . .	416,225 09	139,725 04	555,950 13	51,697 78	363,000	250,000	301,697 78	150,000 00	201,697 78	Improved Sewerage.
Stony Brook	1,005,394 06	7,901 08	1,013,295 14	. . . . .	. . . . .	. . . . .	. . . . .	. . . . .	. . . . .	Stony Brook.
New City Hall	. . . . .	. . . . .	. . . . .	. . . . .	2,000,000	2,000,000	2,000,000 00	. . . . .	. . . . .	New City Hall.
Public Forum	. . . . .	. . . . .	. . . . .	. . . . .	. . . . .	100,000	100,000 00	100,000 00	100,000 00	Public Forum.
Total	$13,271,021 39	$3,948,539 93	$17,219,561 32	$3,101,532 07	. . . . .	$18,080,000	$21,181,532 07	$3,141,000 00	$6,242,532 07	

The total amount which it will be reasonably necessary to expend for permanent improvements during the next five years I estimate at $21,181,-532.07, an amount larger by about $3,861,970.85 than the expenditures during the five years just passed. Of this sum the unexpended balances now on hand amount to $3,101,532.07, including $187,500 (see Appendix E), which is unavailable for the purposes to which it is now appropriated, and which should be transferred to other and more desirable objects. Applying this $187,500 as suggested, the amount of fresh money to be provided during the next five years is $17,892,500; while our resources will be something as follows: —

Amount that can be borrowed without increasing the net debt of the city above $31,-053,496.98 (the amount at which it stood Dec. 31, 1890)	$14,700,000
Sales of city property, including the Public Library site on Boylston street, school-houses to be surrendered, etc.	2,150,000
From the tax levy	1,000,000
	$17,850,000

This calculation indicates that there should be little difficulty in providing all the money reasonably required for ordinary improvements during

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the next five years without an increase in the net debt of the city. Moneys required under the new street-construction law (St. 1891, ch. 323) are excluded from this computation, as these loans are to be repaid by the abutters and not by the taxpayers generally, and are to be secured by a first lien upon the estates benefited; and no account has been taken of certain extensive street widenings which should be undertaken in the immediate future, but the cost of which should be defrayed by the adoption of new financial methods which will be explained more in detail hereafter.

The desired result can be realized, however, only by restricting the use of the city's credit to such improvements as are of admitted necessity, by borrowing no more in any one year than can be expended in the same, by practising a rigid and business-like economy in all the departments of the City Government, and by effecting certain changes and reforms in the financial policy of the city.

PERMANENT IMPROVEMENTS FOR 1892.

Passing to the application of those principles to the immediate finances of the current year, I estimate that we can secure for permanent improve-

ments in 1892, without an increase in the net debt, $3,337,500, as follows: —

Transfers, as above	$187,500 00
Sales of city property	150,000 00
Amount that can be borrowed without increasing the net debt above $31,053,496.98,	3,000,000 00
Total	$3,337,500 00

This sum exceeds by $196,500 the amount which it seems to me necessary to raise during the year, according to the table already given.

These estimates are presented merely as suggestions of what is possible this year in the way of permanent improvements without increasing the city debt. They embrace all those improvements demanding in my judgment immediate attention, and contemplate an appropriation of $3,337,500, which, added to the $3,101,532.07 available from unexpended balances, will make a total fund of $6,242,532.07 for expenditure on permanent improvements during the year. This sum is certainly all that can be profitably spent in the course of a single year; the expenditures on special appropriations having been $3,304,530.99 in 1890 and $5,029,607.32 in 1891.

Authority now exists to borrow a considera-

ble part of the $3,000,000 which it seems to me should be raised during the year, as follows:—

LOANS AUTHORIZED BUT NOT ISSUED JAN. 4, 1892 (EXCLUSIVE OF LOANS UNDER ST. 1891, CH. 323).

Date of Order.	Object of Loan.	Amount Authorized.	Amount Needed in 1892 in addition to Balances on Hand January 1.
Nov. 13, 1889 . . .	Cochituate Water, Additional Supply,	$462,500	$185,000
May 20, 1891 . . .	Parks	2,800,000	200,000
Oct. 26, 1891 . . .	Sewers	341,000	341,000
Oct. 24, 1891 . . .	Public Library	1,000,000	250,000
Dec. 10, 1891 . . .	Commonwealth Avenue	210,000	210,000
Dec. 24, 1891 . . .	Dorchester Avenue	125,000	125,000
Dec. 5, 1891 . . .	L-Street Bridge	160,000	100,000
Jan. 2, 1892 . . .	City Hospital	136,500	50,000
Total	. . . . .	$5,235,000	$1,461,000

That is to say, $1,461,000 of the $3,000,000 can be issued by executive order without further action of the City Council. To issue the remaining $1,539,000 will require the action of the City Council. I would suggest the passage of orders authorizing the issue of new loans as follows:—

NEW LOAN ORDERS RECOMMENDED.

Object of Loan.	Amount to be Authorized.	Amount to be Issued in 1892.
Cochituate Water — Extension of Mains	$250,000 00	$190,000 00
Suffolk County Court-House	248,216 69	150,000 00
School-houses and Sites	500,000 00	479,000 00
Public Forum	100,000 00	100,000 00
Improved Sewerage	250,000 00	150,000 00
Street Department, Paving Division	415,000 00	415,000 00
Allston-street Bridge	55,000 00	55,000 00
Total	$1,818,216 69	$1,539,000 00

These orders should be passed at once, if at all, in order that all the loans for the year may be issued at one time and in one sum. The best price will thus be realized, and the departments will be enabled to undertake the work provided for without delay.

The borrowing capacity of the city under the debt-limit laws is now $5,208,152 less $972,500 authorized but not issued; that portion of the $1,539,000 to be authorized this year which will come within the debt limit is $1,199,000; and the city will have left a borrowing capacity of $3,036,652 to be drawn against only in case of some unforeseen emergency.

LOANS FOR CURRENT EXPENSES.

Whatever justification might have been set up

in the years immediately succeeding the passage of the law limiting our taxes for municipal purposes to $9 on the thousand for a practice to which $1,333,489.30 of our present funded debt is due, there would seem to-day to be no reason for its continuance. The present operation of the law not only brings in enough revenue for the current expenses of the City Government, economically administered, but should yield something in addition.

STREET WATERING.

The streets were watered in 1891, partly by contractors paid by the householders directly, and partly by the Street Department. This combination seemed to give general satisfaction, except to those citizens who wish to shift the expense of laying the dust in front of their premises over to the general public; and is, so far as I can foresee, the system most likely to satisfy the people at large during the coming season.

To attempt to defray the entire cost of watering the streets out of the tax levy would be a financial task of great difficulty at the outset; and the embarrassment would increase from year to year owing to the clamor for extensions of

the system, until finally we should find ourselves burdened with the obligation to water every street within the city limits at an annual expenditure of half a million dollars. No such increase in expenditures will be possible upon the present basis of taxation without a relapse to the practice of borrowing money for current expenses.

Moreover, the main benefit of street watering enures to the individual householder; and it is therefore more just and proper that he, as the person chiefly interested, should pay the whole, or at least a large part, of the cost of watering the street in front of his house than that the entire expense should fall upon the citizens at large. One great error in our municipal financiering has been that the cost of services which in other large cities are paid for by the persons directly benefited has in Boston been defrayed out of the tax levy, thus shifting upon the community the burden which properly belongs to the individual. In my judgment no further step should be taken in this direction, and it would seem, both on principle and as a matter of practical finance, that if the Superintendent of Streets is to water the streets and charge the expense to the appropriation for his department,

the department should be reimbursed by assessing the whole or a part of the cost upon the estates benefited, as provided by the new street-watering law (St. 1891, ch. 179). If it should be found impracticable to devise an equitable system of assessments under the provisions of this law, and suitable amendments cannot be procured, the ordinance recently passed by the City Council (which became a law while I was prevented by illness from giving the matter due consideration) should be repealed and the Superintendent of Streets directed to continue the method adopted this year.

CONSOLIDATION OF DEPARTMENTS.

At the beginning of the year 1891 there were thirty-eight executive departments responsible to the Mayor. Four of these — namely, the Departments of Sewers, Bridges, Cambridge Bridges, and Sanitary Police — were consolidated with the Street Department early in the year, and the Department for the Inspection of Wires has been placed in charge of the Board of Fire Commissioners; making the number of present Executive departments thirty-three, exclusive of the Mayor's office. The Board of Ferry Commissioners has also been abolished and the manage-

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ment of the East Boston ferries placed in charge of a single superintendent.

These changes have met with the undoubted approval of the citizens, and the process of consolidation should be continued. The executive work of the city is still divided among too many departments, and much friction and work at cross-purposes is the result. A smaller number of departments will tend to harmony and coöperation between them, to a concentration of responsibility, and to economy in estimates and expenditures.

Many of the thirty-three departments still existing were established under statute laws, and cannot be altered or abolished without the sanction of the Legislature. There are some, however, which are the creation of the City Council, and could with profit to the city, and without application to the General Court, be abolished by the present City Government.

The Water-Income Department is of recent creation. Its work is intimately connected with that of the Collector's office, and is to some extent duplicated thereby. On the other hand, the successful management of the Water-Supply system, which forms a very considerable part of our municipal work, depends largely upon a

thorough and economical collection of the water revenues. I am satisfied that the best interests of the city require that the work of collecting the Cochituate and Mystic revenues should be placed in charge of the Water Board.

The Improved Sewerage works are now being constructed by the City Engineer; but both he and the Superintendent of Streets are of the opinion that it should be placed in charge of the latter, and managed in connection with the Sewer Division of the Street Department.

The office of City Surveyor was separated from that of City Engineer many years ago; for what reason I have not been able to discover. The work of the department is done partly for the Superintendent of Streets, partly for the Board of Street Commissioners, and occasionally for the Law Department. I believe that better results would be obtained if this office were again united with that of the City Engineer.

The care of the City Hall was formerly in charge of the Superintendent of Public Buildings, but was taken away from him some years ago and given to the City Messenger. I am informed that this change has increased the expense, and I can see no reason why the Superintendent of Public Buildings should not have charge of the City Hall as

well as of other city buildings. I recommend, accordingly, that the City Hall be replaced in his charge.

THE CITY RECORDS.

The keeping of the general city records is divided by the State laws and City ordinances among the departments of City Clerk, City Registrar, Board of Health, and Ancient Records. There is a duplication in the collection of certain records by the Board of Health and the City Registrar. The records of births, marriages, and deaths have not been kept to the satisfaction of the lawyers and other persons who have occasion to consult them; and there is a very general demand for a complete reorganization of the work, and for the compilation of an extensive system of indices similar to that adopted by the Suffolk Registry of Deeds.

I think that, eventually, when there shall be sufficient space provided for the purpose in a new City Hall, there should be one consolidated department of City Records, which should have charge of all the work now intrusted to the four departments named; and that in the meantime the Department of Ancient Records should be consolidated with the office of City Registrar and placed in charge of some person competent

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to undertake the work of classification and indexing referred to, with a sufficient annual appropriation to enable him to finish this particular work within the next few years. In this manner the vital statistics of the city, which have been neglected for two centuries, can be put in convenient shape for reference.

The Legislature should also be requested to abrogate those provisions of law which require the City Registrar to gather statistics concerning the causes of death, which are properly facts for the Board of Health, and not for a city record office, to collect.

TENURE OF OFFICE.

It is an anomaly that while members of boards are appointed for three or five years, the principal executive officers of the city are subject to annual appointment. The chief heads of departments — such as the financial officers of the City Government, the Superintendent of Streets, the City Engineer, and possibly some others — should be appointed for a term of at least three years.

THE BOARD OF POLICE.

The relations between the citizens and the Board of Police continue to be unsatisfactory. During

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the past year I have been in almost daily receipt of oral or written communications complaining of one thing or another within the jurisdiction of the Board of Police. The complaints are generally of violations of city ordinances relating to the use of streets.

While not desiring to suggest that the Board has been wilfully negligent of its duties in this behalf, it is nevertheless a fact that these complaints are in the main well founded, and that the Mayor, who to the popular mind is responsible for everything that goes wrong, has no control whatever over the department whose duty it is to enforce these ordinances. No one is ni fact responsible but the Board of Police; and they in turn are responsible to no one. The system is radically wrong, and is becoming more and more exasperating to the citizens from year to year.

While recognizing to the fullest extent the inadvisability of vesting the power of granting liquor licenses in the elective officers of the City Government or their appointees, I am nevertheless convinced that it will be practically impossible to keep the streets of the city any cleaner than they are at present, or to prevent the daily violations of the ordinances relating to their use,

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until the control of the police force of the city is returned to the municipal authorities, and that force made one of the regular departments of the City Government, to be placed in charge of some person directly responsible to the Mayor, and through him to the people.

CITY BOOKKEEPING.

No one having occasion to investigate our system of finances or to seek information concerning the management of any of the departments can fail to reach the conclusion that the manner of keeping the books has been extremely faulty. The Auditor's report is made up on one plan; the annual department reports have been compiled each upon a different plan, and all different from that of the City Auditor; and the department estimates again have been made up upon a theory different from that which governs the compilation of the City Auditor's report and from that of the annual reports of the departments themselves. The time covered by these three series of reports has also been different, — the estimates and the Auditor's report being for the fiscal year, and the annual department reports for the calendar year. In addition to this lack of

harmony and system, there has been, in some departments at least, an apparent attempt to conceal the facts by generalizing and mystifying accounts.

This condition of affairs has been remedied in great part by the change in the fiscal year from May to February, and by the recent ordinance providing that the annual department reports shall for the future cover the fiscal year from February to February, rather than the calendar year, as heretofore. In this way all three series of reports — the estimates, the department reports, and the Auditor's report at the close of the fiscal year — will cover the same period of time.

In addition to these reforms effected by the City Council of 1891, efforts have been made by executive order to secure a more intelligible and uniform system of bookkeeping in the principal departments, and to have the estimates and reports of these departments made up in such manner as to disclose the facts that the public desire to know, and more in conformity with the system of bookkeeping adopted in the Auditor's office. It is to be hoped that the department and other reports submitted during the present year will show the effect of these efforts.

THE ARCHITECT DEPARTMENT.

The Architect's office has been reorganized and placed in competent hands, with the result that the expenses of the department from May 1, 1891, to Dec. 31, 1891, have been $17,139.11, while the disbursements for construction have been $424,092.66. In other words, the cost of maintaining the office since its reorganization last May has been four per cent. of the expenditures for construction, as against ten per cent. for the period between May 1, 1889, and May 1, 1891; and there is every prospect that the percentage for the next twelve months will be still less.

SALES OF CITY PROPERTY.

The sale of an estate on Federal street early in the year for a sum considerably less than the assessed value of the land induced me to look into the results of the practice then in vogue of selling city property at auction without an upset price. I found that from Jan. 1, 1887, to and including the date of this sale on Federal street, city property valued at $474,522.50 had been sold for $346,435.83, a loss of $128,086.67 (or 27 per cent.) on the assessed valuation.

It did not seem possible to account for this

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loss of 27 per cent. by reason of the overvaluations above referred to, and I found it to be the general belief that city property did not bring what it should when sold at public auction. A new system was accordingly adopted, and all city property sold since the Federal-street sale has been put up for public competition, but not at auction. Substantially the method followed by the City Treasurer in placing bonds upon the market has been followed; and it has been found that this method of advertising property, with an upset price stated in the advertisement, produces good results, all three of the estates sold in this manner having brought more than the assessed valuation, and in one instance almost double. I would respectfully renew my recommendation to the last City Council that an ordinance be passed providing that all sales of city property should be conducted in this manner.

A NEW CITY HALL.

It is obvious that the question of procuring enlarged accommodations for the city departments cannot be postponed much longer. I assume that the citizens do not wish to have the City Hall removed to the Public Garden, or to any of the numerous sites in that section of the city

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which have been suggested, but prefer that it should remain easy of access to the business and professional community. The only alternatives, then, are to remodel the present City Hall in connection with a new building to be erected on the site of the old Court-House, when that shall be surrendered, or to secure a site in the immediate vicinity of the City Hall, and erect an entirely new building thereon.

The result of the best thought that I have been able to give to the matter is that to make a convenient and fire-proof building out of the present City Hall, enlarged as suggested, would cost over a million dollars; that when completed, although there would probably be room enough to accommodate the present needs of the city departments, there would be little space, if any, to allow for their growth; and that the necessity for an entirely new and larger building would simply be postponed, to revive after the expiration of ten or twenty years.

In company with the City Architect I have looked over all the property in the vicinity of the present City Hall, and have reached the conclusion that by far the most available site for the purpose of a new City Hall is the lot bounded by Beacon street, Somerset street, Ashburton

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place, and Bowdoin street. This lot contains about 90,000 feet, and would allow for the widening of the four streets named, and leave a space for the erection of a City Hall large enough to accommodate the present and future needs of the city for generations to come. The assessed value of this property, land and buildings, is about half a million dollars less than the estimate placed by the Assessors upon the land now occupied by the City Hall and the old Court-House; which would therefore be reasonably certain to produce as much money as would be required to procure the property on Beacon street.

The Commonwealth should be willing to co-operate with the city in this project to the extent of laying out the strip between Bowdoin and Mt. Vernon streets — part of which it now owns — as a public square. In the execution of the plan the entire crown of the hill could be levelled, existing streets widened, and the whole section very much improved for public use.

The City Architect estimates the cost of a building covering 50,000 square feet, and so arranged as to be capable of extension in the future, at $2,000,000. It seems to me that this solution of the problem is by far the most economical in the long run, and the only one which will

give to the several departments of the City Government the present and future accommodations which they and the public are interested in securing; and I respectfully commend this suggestion to the consideration of the City Council. It is not likely that the old Court-House will be surrendered to the city before the middle or the close of 1893, and if the suggestion of a new building on the site named meets with the approval of the City Council, steps should be taken in the meantime to secure the necessary legislation, and to perfect the plans and specifications.

STREET IMPROVEMENTS.

The work of platting the streets in the outlying sections of the city, authorized by chapter 323 of the Acts of 1891, has been pushed by the Board of Survey with great thoroughness, and, so far as I can ascertain, to the satisfaction of everybody except those individuals who not only wish the privilege of laying out their land as they please, regardless of the interests of the community as a whole, but expect the city to reimburse to them the cost of their own selfish plans. Two plats of large areas have already been completed, and it is expected that before the expiration of a year from the appointment of

the Board at least one-third of the work laid out for them will have been accomplished, thus making it probable that the entire work will be finished within the three years specified in the act.

The operations of the Board of Street Commissioners are not controlled by the City Council or the Mayor, except when they involve the immediate expenditure of money. The result has been the laying out and acceptance, as public highways, of miles and miles of streets, designed by private individuals for their own personal benefit, without regard to the general welfare; and the fact that these private ways have been made public streets has necessitated in the end an enormous expenditure of public money, the greater part of which can have produced no equivalent public benefit.

When the act creating the Board of Street Commissioners was passed fears were expressed of the consequences of vesting in this irresponsible board the arbitrary power to lay out streets. These fears have been justified by the results; for a very large part of the money spent upon street improvements — amounting in the aggregate for damages and construction to over $50,000,000 — is directly traceable to the injudicious use made by the Board of Street Com-

missioners of the extraordinary powers given them. In addition to the enormous sums already spent upon street construction and improvements, largely for the benefit of private individuals, the necessity of spending equally large sums in the future will arise unless something is done to control the reckless acceptance of private ways as public streets. There are to-day 22.43 miles of uncompleted private ways which have been accepted by the Board as streets, and which the citizens will in the near future be called upon to finish at the public expense.

The creation of the Board of Survey was, undoubtedly, a step in the right direction, and when its work is completed the danger from this source will in great measure cease; but in the meantime I am convinced that the City Government should have some control over the acts of the Board of Street Commissioners, and I recommend petitioning the Legislature for a law which shall make all acts of the Board subject to the approval of the Board of Aldermen and Mayor. In this way the work of the Street Commissioners can be made to harmonize with that of the Board of Survey, a result which it has been found impossible to accomplish during the year just passed; and the enormous expenditures ultimately entailed

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upon the city by the power of the Street Commissioners to convert unfinished private ways into public streets will be curtailed if not altogether stopped.

CONSTITUTIONAL AMENDMENT.

The amount spent for street widenings and changes of grade since the incorporation of the city has been nearly $40,000,000; and yet no one would claim that the citizens to-day enjoy the benefit of this expenditure in convenient streets, or deny that if the growth of the city is to be maintained and its prosperity for the future assured, a radical and extensive system of street widenings must be undertaken. It would be useless to expect to defray the great cost of these improvements in the manner now provided by law, — that is to say, entirely at the expense of the public, saving the comparatively small amounts that could be realized in betterments, — and it is evident that, unless some new financial methods can be devised, the citizens will be obliged to forego the benefits of these improvements.

Such methods are employed in foreign countries, where still greater street widenings have been undertaken with little or no expense to the municipality, by virtue of the power to condemn

not only the property that is to be turned into the highway, but also the adjacent and neighboring estates which will be benefited by the operation. It is understood that a large part of the extensive street widenings undertaken in London and Paris have in this manner been secured without expense, owing to the fact that the increased value of the property bounding on the new thoroughfare more than equalled the cost of that which was turned into it.

Realizing the necessity for adopting some such method for our future street and park improvements, I recommended consideration of the subject in my inaugural of last year; and the Board of Aldermen of 1891 authorized me to petition the Legislature for an amendment to the constitution granting, under proper restrictions, to towns and cities and their duly constituted officers and boards, the power to condemn all the property that may be financially necessary to the success of street-widening operations. It is earnestly to be hoped that the Legislature will see the wisdom of this reform; and I should recommend the postponement of all extensive street widenings until authority has been obtained to conduct them in this manner. With these powers vested in the City Government it will be possi-

ble to open several new and wide thoroughfares through the older portions of the city substantially without cost to the citizens, and to the great advantage not only of the people of this city, but of all the surrounding towns whose inhabitants have occasion to use our streets. It is obvious, moreover, that extensive street widenings and improved bridge connections for street and railway travel over the tide waters surrounding the city proper are necessary before rapid transit across the city can be secured. The entire interests of the community, therefore, demand the enactment of those laws by which alone these improvements can be obtained.

REFORMS IN TAXATION.

While it would be useless to hope for any radical change at present in the burdensome system of taxation which the statutes of the Commonwealth and the decisions of the Supreme Judicial Court have imposed upon the people, there are nevertheless one or two particular reforms which should be urged upon the Legislature for immediate adoption. Perhaps the fact that the gentleman who for many years has been conspicuous before the committees of the Legislature as an earnest and able advocate of every form of double taxa-

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tion received at the last State election only 1,772 votes, or about one-half of one per cent. of the total vote for Governor, may lead the members of the General Court to realize that there is less popular interest in the demand for taxing certain kinds of property twice over than has been represented in the past.

THE TAX ON STREET RAILWAYS.

One of these special reforms is a change in the corporation law which will permit towns and cities having street railways within their limits to tax locally the rails and sleepers maintained by these corporations in the public highways. The present law permits local taxation of the plants of gas and electric light companies, but prevents the city from taxing the plant of street-railway corporations. The corporations of course pay the tax all the same, but they pay it to the wrong persons. It is distributed among the various cities and towns in proportion to the amount of stock held by the citizens thereof; and the practical result is that a very large part of the tax collected from street-railway companies, and deducted from the gross receipts earned in the towns and cities where their tracks are operated, is diverted from the treasuries of these localities

and bestowed as an unearned gratuity upon other towns and cities. The net gain to the city of Boston by abolishing this law and assimilating the street-railway corporations to gas and electric light companies would, after making due allowance for the fact that the city pays over one-third of the entire State tax, amount to nearly $100,000 this year, and to still more in the future.

MUNICIPAL BONDS.

Another change in our tax laws, for which special reasons can be alleged apart from the general theory, is the exemption of municipal bonds from taxation. The total amount realized by the city of Boston from the right to include in the aggregate taxable property of the city the bonds issued by the various cities and towns of the Commonwealth is less than $20,000 a year; while, on the other hand, the city is obliged, by reason of this law, to pay a rate of interest on its funded debt higher, by at least one-half of one per cent., than it would if its bonds were exempt from taxation. That this statement is no exaggeration is shown from the fact that other cities, whose bonds are totally or partially exempt from taxation, are enabled to borrow money at

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three or three and a half per cent. when the city of Boston is paying four. Thus the last issue of bonds by the city of New York was a three per cent. loan, having 17 years to run, and brought something over par; city of Brooklyn 4s, having 20 years to run, have recently been sold at a premium of four per cent.; the city of Philadelphia has sold its latest issue of 3s, having 10 and 30 years to run, at par; and the last issue of bonds by the city of Baltimore was of three and a half per cents, which were placed at par. All these bonds are exempt from taxation, at least for municipal purposes, and the price that they brought in the market may be contrasted with the fact that the last issue of bonds by the city of Boston was of 30-year four per cents, which commanded a premium of only one and a half per cent. It cannot, therefore, be doubted that if the bonds of the cities and towns situated within the Commonwealth were exempt from taxation, the city of Boston would reap the benefit of at least one-half of one per cent. in the rate of interest on its funded debt. This would result in a saving to the city in interest of from $15,000 to $20,000 the first year, and thereafter increasing in arithmetical ratio, until before 20 years have elapsed the saving in the

annual interest account would amount to several hundred thousand dollars.

A collateral, but perhaps even more important, result of the exemption of municipal bonds from taxation would be that they would furnish a safe and profitable investment for the savings of the people, and could probably be issued in the form of popular loans of small amount. I can conceive of no greater influence working for a conservative management of our city finances than a wide-spread distribution of the city's funded debt among its own citizens.

It is earnestly to be hoped that the Legislature will grant the petition of the last City Government for an amendment to our tax laws which shall permit us to reap the great benefits of an exemption of municipal bonds from taxation.

TAXES *vs.* ASSESSMENTS.

It cannot be too frequently brought to the attention of our citizens that the chief reason for the inordinately heavy taxes paid by them in comparison with the residents of other large cities in this country is to be found in the fact that a large part of the municipal work, which in other cities is reimbursed to the municipality by means

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of assessments levied upon the individuals immediately benefited, is in Boston paid out of the general tax levy; and in the further fact that innumerable special privileges are given away in Boston, which in other places are made the sources of considerable revenue.

The cost of furnishing householders and builders with sewers, water-pipes, sidewalks, and other accommodations in the streets, which in most of the other large cities in the country is borne — in some cases altogether, and in other cases in great part — by the individuals benefited, is defrayed in Boston almost entirely out of the tax levy. Thus, during the five fiscal years ending April 30, 1891, there was paid out in damages for extending and widening streets and changing their grade, $1,593,153.05, while the amount received in betterments was only $131,177.34, or about eight per cent. of the outlay. The total expenditures for sewer construction and repairs during this period amounted to $3,904,167.31, while the amount received in sewer assessments was only $402,708.67, or about ten per cent. of the cost to the city; and under the operation of the present sewer-assessment law the percentage is rapidly falling. The amount paid for street construction and repairs during the same period was $5,052,367.29, while the amount received in assess-

ments was only $84,767.68, or about one and a half per cent. The consumers of water have profited at the expense of the citizens at large to the extent of $2,332,969.17 collected of the various city departments since 1853 in special charges which have been made good out of the general tax levy; to the extent of about $230,000 deducted from the water bills in 1886, 1890, and 1891; by several reductions in the schedule and meter rates during the past ten years; by the practice of putting in house connections without charge; by expensive extensions for fire purposes from which no revenue whatever is derived; and by about $2,000,000 expended in ordinary pipe extensions; all of which work has been charged to construction and paid for by loans rather than taken, as a more correct financial policy would have dictated, from the income of the department.

These figures explain more plainly than any general assertion why the net debt of the city has increased so fast, and prepare us for the figures of the United States census of 1890, showing a greater annual per capita expenditure for the city of Boston than for any other large city in the country. In Baltimore the rate was only $17.91, in Brooklyn $20.88, in Chicago $16.73, in Cincinnati $21.74, in Philadelphia $18.95, in St.

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Louis $13.74, and in San Francisco $18.86; while in Boston it was $35.94.

There can be no question that the burden of taxation is greater in Boston than in any of the other chief cities of this country, and probably greater than in any other large community in civilization.

The remedy is not far to seek: it consists in restricting the amount of work done for the benefit of individuals at the expense of the citizens at large, and charging to the former their just proportion of the cost.

RELATIONS WITH THE COMMONWEALTH.

The Legislature of 1891 refrained from passing any laws against the expressed opposition of the City Government, and enacted an unusually large number of measures at the request of the City Council. It is to be hoped that the action of the Legislature of 1892 towards the city will be controlled by the same desire to interfere with our local affairs only when such interference is generally demanded, and on the other hand to grant all reasonable requests preferred by the municipal authorities. It is pleasant to be able to recognize a growing sentiment at the State House and elsewhere in favor of increasing the limited control

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over its own affairs now enjoyed by the city of Boston; and it is to be hoped that not many years will elapse before the city will secure those extensive powers of self-government which have been so profitably exercised in foreign cities.

The needs of the city and its surrounding towns, considered in their metropolitan relations, would seem to be a fit subject for State legislation so long as the metropolitan area is divided into different political communities; and the theory that if the power of the Commonwealth is invoked to interfere in the internal finances of the city for the benefit of other towns there exists a correlative obligation to help the city and these towns by the use of the credit of the State, appears to be gaining ground. The act creating the Metropolitan Sewerage Commissioners is an illustration of the proper exercise of the right of the Commonwealth to interfere in local affairs and, in consideration of such interference, to loan its credit to the several communities on which the financial burden of the measure falls.

Another illustration is to be found in the laws passed in 1891 creating special commissions for the investigation of the problems growing out of the need in Boston and vicinity of increased transportation facilities, and out of the desirability

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of improving the Charles-river basin for the benefit of the cities and towns bordering thereon.

A further application of this principle would in my judgment be the creation of a Metropolitan Park Commission, with authority to secure for park purposes, while there is yet time, various desirable tracts of land in the vicinity of the city.

THE BALLOT LAW.

The recount of votes cast at the last municipal election has disclosed errors in counting which if not thoroughly investigated and corrected will tend to discredit the Australian ballot system and to retard the general adoption of what has seemed to be one of the greatest electoral reforms of modern times.

There was no formal recount of votes for Mayor; but the gentlemen engaged in recounting the votes for School Committee have publicly stated that they examined the votes for Mayor in two precincts, and that in both the vote had been correctly counted, but incorrectly tabulated, so that one candidate had been given 50 votes more and the other 50 votes less than they were respectively entitled to; making a net error for the two precincts of 200 votes. I am unwilling to believe

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that these errors were due to anything but carelessness; but it is difficult to avoid the conclusion that if an error of 200 votes is discovered in two precincts out of 205, there must have been many more in the remaining precincts; and that in a close contest little reliance could be placed on the ward returns.

It has also been publicly stated by these gentlemen that the returns by the ward officers for School Committee were found to be correct in only 8 per cent. of the precincts.

These statements demand immediate and serious attention, and can only be verified by a complete examination of all the ballots cast. Members of the City Council or the Legislature can hardly be expected to undertake this great labor, even if permitted by law to do so; but there is a voluntary and non-partisan organization, known as the "Ballot Act League," that might perhaps be willing to undertake the work if given authority.

I recommend to your consideration the expediency of requesting the Legislature to permit the members of the Ballot Act League, or such other organization or committee as may seem to you preferable, to receive and examine all the ballots cast at the recent city election, and make a full

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report thereon, with such suggestions for amending the law as shall seem to them appropriate.

One of the collateral consequences of the particular form of the Australian ballot adopted in Massachusetts is the encouragement afforded to careless, inaccurate, and partial voting, especially for the minor offices. That this is an evil threatening to make a lottery out of an election to an office for which there are many candidates, and thus entirely to defeat the popular will, can hardly be denied; but the remedy is difficult to suggest, and one object to be gained by a careful examination of the ballots cast at the last city election might well be the discovery of the exact causes of the evil, and the best means to minimize it.

CONCLUSION.

In conclusion, gentlemen, let me express the hope that the relations between the legislative and executive branches of the City Government of 1892 will be as friendly and mutually helpful as in the year just past.

Let me remind my party associates in the City Council that the practice of making party nominations for municipal office, however objectionable from certain standpoints, brings, or should bring,

with it the compensating advantage of a lively and never-absent sense of party responsibility. To the extent that questions of municipal policy can be said to have been considered at the last city election, the verdict of the people on December 15th can be interpreted only as a demand that the city should live within its income, that there should be no increase in its net indebtedness, and that its money should be appropriated with a view to the general welfare rather than to the claims of special sections or of special interests; and you and I are in honor bound to permit no departure from this policy except in some great and unforeseen emergency.

To the members of the City Council generally, let me say that they will find that not one-tenth of one per cent. of the questions that will come before them for decision involve political or partisan considerations; and there should accordingly be no difficulty in legislating for the city in the same non-partisan spirit that inspired their predecessors.

Let us all remember that, whether elected by wards, by districts, or by the citizens at large, our chief duty, as officers of the municipal corporation, is to administer the government in such manner as to promote the best interests of the city as

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a whole; let us not mistake the clamor of those special and selfish interests that besiege the City Hall for the voice of the people; let us be ever mindful that the wholesome light of public criticism will shine on all our acts; and let us merit the confidence of the people by furnishing a clean, economical, and progressive administration of their municipal affairs in 1892.

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APPENDIX.

APPENDIX A.

AUDITOR'S STATEMENT.

CITY AND COUNTY DEBT.

Gross funded debt, Dec. 31, 1890 . . .		$55,440,361 06
Add funded debt issued in 1891 . . .		2,716,500 00
		$58,156,861 06
Deduct funded debt paid in 1891 . . .		1,914,115 16
Gross debt, Dec. 31, 1891		$56,242,745 90
Sinking-Funds, Dec. 31, 1890 .	$24,338,140 14	
Receipts during 1891 . .	3,084,677 90	
	$27,422,818 04	
Payments during 1891 . .	1,903,836 46	
	$25,518,981 58	
Bonds and mortgages, the payments of which are pledged to the payment of debt . .	20,405 98	
Total redemption means, Dec. 31, 1891 .		25,539,387 56
Net debt, Dec. 31, 1891		$30,703,358 34

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Gross debt, Dec. 31, 1891	$56,242,745 90
Gross debt, Dec. 31, 1890	55,440,361 06
Increase	$802,384 84

Net debt, Dec. 31, 1890	$31,053,496 98
Net debt, Dec. 31, 1891	30,703,358 34
Decrease	$350,138 64

City debt, including balance of debts assumed by acts of annexation	$36,057,971 92
County debt	3,212,000 00
Cochituate water debt	16,423,773 98
Mystic water debt	549,000 00
	$56,242,745 90

At the present time the assumed debts (included in above) remaining unpaid are on account of

Charlestown city		$182,000 00	bearing 6%
Mystic water . .	$148,000 00		" 6%
" " . .	108,000 00		" 5%
" " . .	18,000 00		" 4%
" " . .	240,000 00		" 3½%
" " . .	35,000 00		" 3¼%
		549,000 00	
		$731,000 00	

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Loans Authorized by Special Statutes Outside of Debt Limit other than for Water-Works.

Year.	Chap.	Object.	Amount Authorized.	Date of Approval.	Amount Issued.
1886 .	304 .	Public Park Construction . . .	$2,500,000 00	June 21, 1886 .	$2,500,000 00
1887 .	101 .	Suffolk County Court-House .	[1] 2,500,000 00	Mar. 21, 1887 .	2,400,000 00
1887 .	282 .	Harvard Bridge	250,000 00	May 18, 1887 . .	250,000 00
1887 .	312 .	Public Park Lands	400,000 00	May 26, 1887 . .	400,000 00
1887 .	394 .	Sewer, Tremont st.	[2] 75,000 00	June 11, 1887.	
1887 .	428 .	Stony Brook Improvement . .	500,000 00	June 16, 1887 .	500,000 00
1888 .	392 .	Public Park Lands	600,000 00	May 23, 1888 . .	600,000 00
1889 .	68 .	New Library Building	1,000,000 00	Mar. 1, 1889 . .	1,000,000 00
1889 .	254 .	W. Chester-park Extension . .	[2] 75,000 00	April 12, 1889.	
1889 .	283 .	Congress-st. and Oliver-st. Extension	[2] 500,000 00	April 26, 1889.	
1889 .	322 .	Improved Sewerage	500,000 00	May 9, 1889 . .	500,000 00
1890 .	271 } 444 }	Public Parks, Charlestown . .	200,000 00	May 5 and June 28, 1890 }	200,000 00
1891 .	301 .	Public Parks	[3] 3,500,000 00	May 7, 1891 . .	700,000 00
1891 .	324 .	New Library Building	[4] 1,000,000 00	May 11, 1891.	
. . .	323 .	Laying Out and Construction of Highways.[5]			

[1] In addition to cost of land: $2,400,000 of this amount already approved by City Council and issued.

[2] Never approved by City Council.

[3] Entire loan authorized by City Council; only $700,000 issued.

[4] Authorized by City Council, but not yet issued.

[5] Not exceeding $1,000,000 each year—debt issued in 1891 ($50,000) inside of debt limit; debt issued hereafter will be outside of debt limit—$500,000 (including $50,000 already issued) authorized by City Council.

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DEBT ISSUE.

1822 (town debt)	$100,000 00	1856–7 . . .	$431,900 00
1822–3 . . .	3,550 00	1857–8 . . .	1,168,400 00
1823–4 . . .	103,500 00	1858–9 . . .	1,232,950 00
1824–5 . . .	283,257 75	1859–60 . . .	735,800 00
1825–6 . . .	318,685 32	1860–1 . . .	992,700 00
1826–7 . . .	873,475 00	1862–3 . . .	1,604,850 00
1827–8 . . .	181,000 00	1863–4 . . .	850,000 00
1828–9 . . .	147,250 00	1864–5 . . .	639,709 80
1829–30 . . .	295,480 75	1865–6 . . .	712,150 00
1830–1 . . .	281,000 00	1866 . . .	1,499,000 00
1831–2 . . .	199,743 18	1867 . . .	1,037,175 00
1832–3 . . .	466,592 53	1868 . . .	2,937,000 00
1833–4 . . .	593,044 00	1869 . . .	531,500 00
1834–5 . . .	744,626 69	1870 . . .	3,561,500 00
1835–6 . . .	707,186 03	1871 . . .	5,238,000 00
1836–7 . . .	359,304 65	1872 . . .	2,981,000 00
1837–8 . . .	217,300 00	1873 . . .	7,255,176 65
1838–9 . . .	283,200 00	1874 . . .	4,478,500 00
1839–40 . . .	478,332 56	1875 . . .	2,206,200 00
1840–1 . . .	345,000 00	1876 . . .	3,533,300 00
1841–2 . . .	. . . .	1877 . . .	667,000 00
1842–3 . . .	. . . .	1878 . . .	1,349,000 00
1843–4 . . .	. . . .	1879 . . .	1,890,000 00
1844–5 . . .	11,566 62	1880 . . .	2,701,000 00
1845–6 . . .	109,653 16	1881 . . .	123,000 00
1846–7 . . .	297,860 32	1882 . . .	2,078,500 00
1847–8 . . .	1,419,683 39	1883 . . .	3,278,500 00
1848–9 . . .	1,085,367 51	1884 . . .	1,837,500 00
1849–50 . . .	528,371 23	1885 . . .	1,742,700 00
1850–1 . . .	1,195,285 00	1886 . . .	3,838,800 00
1851–2 . . .	1,180,513 05	1887 . . .	3,324,700 00
1852–3 . . .	2,044,711 11	1888 . . .	1,529,300 00
1853–4 . . .	944,118 00	1889 . . .	3,784,000 00
1854–5 . . .	306,500 00	1890 . . .	5,462,000 00
1855–6 . . .	158,100 00	1891 . . .	2,716,500 00

DEBTS ASSUMED BY ANNEXATIONS.

1868. — Roxbury			$991,456 00
1870. — Dorchester			366,200 00
1874. — Charlestown		$2,730,349 46	
Brighton		708,590 60	
West Roxbury		520,000 00	
			3,958,940 06
(E. & O. E.)			$5,316,596 06

FUNDED DEBT STATEMENT.

	Gross Funded Debt.	Sinking-Funds, etc.	Net Funded Debt.
April 30, 1822	$100,000 00		
" 1823	103,550 00	$3,267 27	$100,282 73
" 1824	207,050 00	3,254 61	203,795 39
" 1825	305,873 85		
" 1826	364,800 32	145,980 93	218,819 39
" 1827	1,011,775 00	299,096 38	712,678 62
" 1828	949,350 00	279,124 85	670,225 15
" 1829	911,850 00	267,505 76	644,344 24
" 1830	891,930 75	228,028 30	663,902 45
" 1831	880,330 75	234,095 69	646,235 06
" 1832	817,123 93	175,734 75	641,389 18
" 1833	940,358 28	168,094 70	772,263 58
" 1834	1,078,088 28	153,636 46	924,451 92
" 1835	1,147,398 97	102,075 55	1,045,323 42
" 1836	1,264,400 00	182,245 56	1,082,154 44
" 1837	1,497,200 00	217,955 45	1,279,244 55
" 1838	1,491,400 00	97,436 60	1,393,963 40
" 1839	1,596,600 00	93,931 59	1,502,668 41
" 1840	1,698,232 56	171,439 31	1,526,793 25
" 1841	1,663,800 00	90,349 56	1,573,450 44

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Funded Debt Statement. — *Continued.*

	Gross Funded Debt.	Sinking-Funds, etc.	Net Funded Debt.
April 30, 1842	$1,594,700 00	$88,930 79	$1,505,769 21
" 1843	1,518,700 00	134,389 31	1,384,310 69
" 1844	1,423,800 00	302,149 09	1,121,650 91
" 1845	1,163,266 62	378,400 45	784,866 17
" 1846	1,153,713 16	717,610 79	436,102 37
" 1847	1,296,626 98	800,977 82	495,649 16
" 1848	3,452,606 87	478,213 28	2,974,393 09
" 1849	5,334,846 54	388,396 02	4,946,450 52
" 1850	6,195,144 35	310,259 40	5,884,884 95
" 1851	6,801,541 35	473,634 98	6,327,906 37
" 1852	7,110,679 70	489,065 22	6,621,614 48
" 1853	7,859,435 66	872,674 15	6,986,761 51
" 1854	7,799,855 32	1,411,858 00	6,387,997 32
" 1855	7,151,149 77	1,042,977 90	6,108,171 87
Dec. 31, 1855	7,195,649 77	1,172,846 26	6,022,803 51
" 1856	7,110,249 77	1,151,477 85	5,598,771 92
" 1857	7,967,499 77	1,233,862 82	6,733,636 95
" 1858	9,163,049 77	1,264,415 14	7,898,634 63
" 1859	9,219,599 77	1,774,272 97	7,445,326 80
" 1860	9,236,299 77	1,192,435 48	8,043,864 29
" 1861	9,149,499 77	1,222,053 94	7,927,445 83
" 1862	10,392,207 77	1,028,027 18	9,364,180 59
" 1863	10,193,732 77	1,307,078 27	8,886,654 50
" 1864	11,380,232 77	1,597,034 69	9,783,198 08
" 1865	11,686,375 91	2,065,776 51	9,620,599 40
" 1866	12,845,375 91	3,368,526 00	9,476,849 91
" 1867	13,533,850 91	4,699,280 73	8,834,570 18
" 1868	16,516,849 91	5,618,309 75	10,898,540 16
" 1869	16,607,500 91	7,521,814 55	9,085,686 36
" 1870	23,908,350 91	9,779,442 67	14,128,908 24
" 1871	27,865,916 80	11,770,162 35	16,095,754 45
" 1872	29,718,677 91	13,552,249 33	16,166,428 58
" 1873	35,527,293 45	14,350,895 32	21,176,398 13

FUNDED DEBT STATEMENT. — *Concluded.*

	Gross Funded Debt.	Sinking-Funds, etc.	Net Funded Debt.
Dec. 31, 1874	$43,474,841 96	$15,661,906 73	$27,812,935 23
" 1875	43,886,632 24	16,381,626 50	27,505,005 74
" 1876	44,958,822 30	16,681,789 34	28,277,032 96
" 1877	43,354,444 06	16,498,979 12	26,855,464 94
" 1878	41,809,583 31	15,625,411 89	26,184,171 42
" 1879	43,022,816 20	16,925,033 15	26,097,783 05
" 1880	41,103,750 60	14,445,294 19	26,658,456 41
" 1881	40,018,598 02	15,770,551 42	24,248,046 60
" 1882	41,105,577 88	16,724,552 86	24,381,025 02
" 1883	42,544,123 96	17,232,488 44	25,311,635 52
" 1884	42,981,934 91	18,215,870 64	24,766,064 27
" 1885	43,416,945 84	18,716,931 55	24,700,014 29
" 1886	46,337,887 86	19,983,492 39	26,354,395 47
" 1887	48,682,428 58	21,054,840 11	27,627,588 47
" 1888	48,576,569 29	21,725,667 30	26,850,901 99
" 1889	51,185,741 09	22,863,953 03	28,321,788 06
" 1890	55,440,361 06	24,386,864 08	31,053,496 98
" 1891	56,242,745 90	25,539,387 56	30,703,358 34

E. & O. E.

JAMES H. DODGE,
City Auditor.

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APPENDIX B.

Assessors' Office, City Hall,
Boston, Jan. 1, 1892.

Hon. Nathan Matthews, Jr.,
Mayor of the City of Boston:

In conformity with the provisions of the Revised Ordinances, we herewith transmit a statement of the Assessors' valuation for the preceding five years, and of the abatements thereon allowed previous to the thirty-first day of December last. Also the average of such valuations reduced by such abatements.

Year.	Assessors' Valuations.	Abatements to Dec. 31.
1887 . . .	$748,168,217 41	$7,468,800
1888 . . .	765,355,048 39	7,135,600
1889 . . .	795,941,043 71	9,245,700
1890 . . .	822,456,800 00	7,757,800
1891 . . .	855,409,914 62	5,542,400
Totals . .	$3,987,331,024 13	$37,150,300
Less abatements,	37,150,300 00	
	$3,950,180,724 13	

Divided by 5, gives $790,036,144.00 average Assessors' valuation for the past five years.

Respectfully submitted,

For the Board of Assessors,

Joshua S. Duncklee,
Secretary.

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APPENDIX C.

COLLECTING DEPARTMENT, CITY HALL,
BOSTON, Jan. 1, 1892.

HON. NATHAN MATTHEWS, JR.,
Mayor of the City of Boston:

SIR: The assessments committed to the Collector for the financial year, beginning May 1, 1891, not including Cochituate and Mystic water-rates, amount to $11,678,826.08. Of this amount there has been to Dec. 31, 1891, $9,683,521.22 collected; $63,629.05 abated; and $1,931,675.81 remains uncollected. This includes the State, City, and County taxes, $10,860,874.76, of which $9,030,534.35 has been collected, $61,089.22 abated; leaving $1,769,251.19 unpaid, and the Bank tax, $839,790.00, of which $827,694 has been paid and $12,096 unpaid.

The Cochituate water-rates assessed on first of January, 1891, were $1,566,111.30. There has been paid of these rates $1,286,423.43; abated, $111,574.84; leaving $168,113.03 unpaid.

The Mystic water-rates for the same time stand as follows: Assessed, $357,097.94; paid, $320,066.15; abated, $34,534.23; unpaid, $2,497.56.

There has also been received of the Cochituate rates for 1892, $76,627.

The total receipts from all sources from May 1, 1891, to Dec. 31, 1891, inclusive, amount to $13,509,798.51.

A general summary of the accounts shows that the balance of bills and assessments outstanding

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Jan. 1, 1891, were	$2,752,661 63
The assessments from Jan. 1, 1891, to Dec. 31, 1891	14,131,686 35
Cash deposits, Jan. 1, 1891, to Dec. 31, 1891,	2,729,734 89
Total amount charged to Collector . .	$19,614,082 87
The Collector is credited with abatements .	$411,148 86
Cash paid City Treasurer	16,747,607 67
Balance uncollected	2,455,326 34
	$19,614,082 87

The following statement shows the amounts of the Assessors' warrants for two years: —

1890–91	$10,996,923 15
1891–92	10,860,874 76

and the collections, abatements, and outstanding thereon to December 31st of the respective years: —

1890–91.	Collected . . .	$8,980,135 32	or 81.7%
	Abated . . .	70,698 81	" .6%
	Uncollected . .	1,946,089 02	" 17.7%
		$10,996,923 15	
1891–92.	Collected . . .	$9,030,534 35	or 83.1%
	Abated . . .	61,089 22	" .6%
	Uncollected . .	1,769,251 19	" 16.3%
		$10,860,874 76	

Respectfully,

JAMES W. RICKER,
City Collector.

APPENDIX D.

LOANS ISSUED IN 1891.

Date of Order.	Object.		Included in Debt Limit.	Outside Debt Limit.
Dec. 31, 1887 . . .	Public Park Construction		. . . . .	$500,000 00
May 20, 1891 . . .	" " "		. . . . .	700,000 00
March 18, 1889 . . .	New Public Library		. . . . .	180,000 00
Nov. 13, 1889 . . .	Additional Supply of Water		. . . . .	137,500 00
June 27, 1891 . . .	Extension of Mains		. . . . .	100,000 00
Oct. 26, 1891 . . .	Sewers		$80,000 00	
April 30 and May 16, 1891	School-houses and Sites		500,000 00	
May 20, 1891 . . .	Street Construction Act		50,000 00	
Jan. 27, 1891 . . .	Miscellaneous: —			
	Stony Brook	$33,000 00		
	School-houses	112,000 00		
	Sewers	32,000 00	177,000 00	
	To make good deficiencies in department appropriations for 1890–91: —			
	Street Department .	$183,000 00		
	Police Department .	75,500 00		
	Sanitary Police Department	24,500 00	283,000 00	
			$1,090,000 00	$1,626,500 00
				1,090,000 00
				$2,716,500 00

APPENDIX E.

Special appropriations that should be transferred are the following: —

$35,500 — Remainder of an appropriation in 1891 (originally $50,000) for the extension of Causeway street. The estimated cost of this extension is $95,000.

35,000 — Remainder of an appropriation in 1891 (originally $41,000) for the extension of Talbot avenue. The original appropriation was insufficient in the opinion of the Board of Street Commissioners.

60,000 — Appropriated in 1889 and 1890 for a building for the Fire Department at the North End. No site has been found within the appropriation.

40,000 — Appropriated in 1889 and 1890 for a stable in the West End for the Street Department. Insufficient.

12,000 — Appropriated in 1891 for a city building on Dorchester street. The School Committee and Fire Department, both of which are interested in this appropriation, have been unable to agree upon its use.

$187,500

These appropriations are not at present available for the reasons stated, and the amounts should be utilized by transfer to more necessary objects that can be undertaken at once.

APPENDIX F.

BORROWING CAPACITY.

City of Boston,
Board of Commissioners of Sinking-Funds,
City Hall, Jan. 4, 1892.

Hon. Nathan Matthews, Jr.,
Mayor of the City of Boston:

Sir: In accordance with the provisions of Chap. 93, Acts of 1891, it is estimated that the amount which the city will be able to borrow during the present municipal year within the debt limit established by law, is $4,235,000 as per schedule annexed.

A. Davis Weld,
Joseph H. Gray,
Henry R. Reed,
Samuel Johnson,
Board of Commissioners of Sinking-Funds.
Alfred T. Turner,
City Treasurer.
James H. Dodge,
City Auditor.

Right to borrow Jan. 1, 1892	$3,435,152
April 1, 1892. Interest on investments . .	180,000
Carried forward,	$3,615,152

Brought forward,				$3,615,152
July	1,	1892.	Interest on investments . .	90,000
Oct.	1,	"	" " " . .	173,000
Oct.	1,	"	Debt paid from appropriation .	17,000
Nov.	30,	"	Appropriation for debt . .	1,086,000
Jan.	1,	1893.	Interest on investments . .	87,000
Jan.	1,	"	Sterling debt redeemed . .	40,000
Jan.	1,	"	Interest on bank deposits .	100,000
				$5,208,152
Less loans authorized but not negotiated .				972,500
				$4,235,652

Mass Doc 12.25.80

INAUGURAL ADDRESS

OF

NATHAN MATTHEWS, JR.,

MAYOR OF BOSTON,

TO

THE CITY COUNCIL,

JANUARY 2, 1893.

BOSTON:
ROCKWELL AND CHURCHILL, CITY PRINTERS.
1893.

2-2-94

INAUGURAL ADDRESS

OF

NATHAN MATTHEWS, JR.,

MAYOR OF BOSTON,

TO

THE CITY COUNCIL,

JANUARY 2, 1893.

BOSTON:
ROCKWELL AND CHURCHILL, CITY PRINTERS.
1893.

CITY OF BOSTON.

IN BOARD OF ALDERMEN,
January 2, 1893.

Ordered, That His Honor the Mayor be requested to furnish the City Council with a copy of his inaugural address for publication.

Passed. Sent down for concurrence. January 2, came up concurred.

A true copy.

Attest:

J. M. GALVIN,
City Clerk.

ADDRESS.

Gentlemen of the City Council:

The first duty of the City Government of 1893 will be the consideration of the

ANNUAL APPROPRIATION ORDER

for the fiscal year 1893–94, the estimates for which are herewith submitted. The interest and sinking-fund requirements for the year are estimated at $2,910,219, which is $240,201 less than for the fiscal year now closing. The amount available for department expenditures is $10,469,408, a sum which, according to the experience of the last two years, should be sufficient to enable the city to live within its income.

The cost of lighting the public streets has become excessive. Investigations by the City Engineer and other data at hand satisfy me that a material reduction should be made in the prices now paid by the city for gas and electricity. The contracts with the various gas companies expire this year, and we have no contract with the principal electric light company. An opportunity is therefore presented for a readjustment of the charges for street

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lighting, and I have estimated the expenditures of the Lamp Department upon the basis of the proposed reductions.

I am also convinced that economies can be effected in the expenditures for printing, messenger department, public grounds, public celebrations, and for repairs and alterations on the school-houses and other public buildings. Money for street widenings may properly be included in a loan order.

With these exceptions I have in the case of every department recommended an appropriation at least equal to the amount that will be expended during the current fiscal year, and an increase over the appropriations of 1892–93 for the departments of schools, parks, police, fire, streets, health, public institutions, registry, and assessors.

The "reserve fund" has been found most useful, and should be made sufficient to cover all possible expenses which the presence of cholera may render necessary.

The city revenues could be increased materially by following the practice of other cities and making a moderate charge for the thousands of miscellaneous street privileges now given away for nothing. Any attempt to procure the right to levy a special tax for the use of the streets by the various corporations having vested rights therein and performing public services would probably fail this year, as in the past; but a considerable revenue might be derived from

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fees for the street privileges granted every week to individuals and corporations for their sole and special benefit; and the large corporations using the streets without charge for commercial purposes should make liberal allowances in the prices charged the city for the commodities they manufacture.

LOANS.

The next duty of the new City Government will be to pass a loan bill, which, under the law, must be restricted to permanent improvements. In discriminating between the various projects of this character which will be brought to our attention, we should constantly remember that it is better to concentrate expenditure upon improvements of general benefit to the entire community, or to the people of an entire section of it, than to fritter away the public funds upon purely local objects. The amount of money which can be appropriated being limited by law, the question in every case is not merely whether a particular improvement is in itself desirable, but whether it is the most desirable of those suggested.

The present borrowing capacity of the city is $3,910,618.

I shall refrain from specifying, except in a general way, the objects which the City Council should bear in mind in preparing the loan order. From $200,000 to $300,000 will be required for new school-houses and sites; about $100,000 for the completion of the

new hospitals at Long Island, and for a separate establishment for women ; and about $400,000 for additions to the City Hospital. From $500,000 to $1,000,000 could well be devoted to street construction, distributed so as to furnish stone pavements for the business streets, asphalt pavements for the residential sections, and macadamized streets for the outlying wards.

The rest of the amount which can prudently be borrowed during the year, should, in my judgment, be devoted chiefly to the opening of new thoroughfares for the accommodation of trade and travel in the business centre of the city, and thence in radiating lines to the various suburban sections. The most important street widenings for the business section are the new street desired for teaming purposes, from Haymarket square to Atlantic avenue, along the line of Cross and Commercial streets, and the proposed widening of Harrison avenue and Chauncy street.

The chief need of the outlying wards is for broad and direct thoroughfares leading into the heart of the city. Such an avenue is now being constructed for Brighton; but the Commonwealth-avenue improvement might well be supplemented by widening Brighton avenue from its junction with the former street to Cambridge street and possibly beyond. That part of the city lying to the west of the Back Bay is fairly well provided for by Beacon street and the Riverway; but a further means of

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communication with the business centre should be furnished by widening Huntington avenue and Tremont street from Gainsborough street to the Brookline line.

That section of the city which stands most in need of better and straighter connections with the City Proper is Roxbury and the wards lying to the south of it. I earnestly commend to your attention the expediency of laying out a new street, which shall connect, more directly than is at present possible, Roxbury and the adjacent territory with the City Proper. The new avenue to South Boston, over Congress street and the L-street bridge, should be widened and opened for travel as soon as possible.

The proper laying out of the remoter sections of the city is being worked out by the Board of Survey.

These improvements in our street lines will do much to facilitate street travel and transportation, to increase real-estate values, and to place Boston on a par with the other principal cities of the country, in all of which the streets have been laid out by public authorities upon comprehensive plans.

Loans should also be authorized outside the debt limit for the completion of the Sudbury-river basins, and for the work of street, sewer, and sidewalk building.

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THE CITY DEBT.

The net debt of the city on Dec. 31, 1892, was $30,539,289.97, or $164,068.37 less than on Dec. 31, 1891, and $514,207.01 less than on Dec. 31, 1890. There is now in the city treasury $881,240.53 derived from loans and appropriated for permanent improvements. The additions to the sinking funds will amount to about $2,800,000 during the year. It will therefore be possible to spend for permanent improvements nearly $4,000,000 without increasing the net debt of the city. Experience has shown that it is difficult to expend economically and judiciously for permanent improvements more than this amount in a single year. If, however, an accelerated rate of progress upon our public works should result in greater expenditures, the excess would be met by covering into the sinking funds the proceeds of sales of city property which will be available during the year.

METROPOLITAN IMPROVEMENTS.

The main concern of the people of Boston and their representatives in this City Government should be the preparation of our city to receive its proper share of the increase of trade and population which the future will surely bring to the cities on the Atlantic seaboard, but which is in danger of being diverted to our competitors unless

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we proceed at once to lay the foundation for a great metropolitan city.

The first thing to be secured is rapid transit in its various forms. The lack of adequate facilities for travel in and out of Boston is a serious drawback to the prosperity of the city in its commercial and social life. The people have had time to digest the facts and conclusions submitted in the report of the Rapid Transit Commission, and there is a practically universal desire that the subject should now be taken up in earnest by the Legislature and the City Government. Opinions differ as to exactly what should be done, interests conflict, and capital hesitates; but the way to solve the problem is to face it, discuss it, and to urge continually upon the State Legislature and the corporations interested the necessity for immediate and radical action.

I have so frequently argued in public the various phases of this question that my views upon the subject must be familiar, and I will not rehearse them here except to call attention to the different divisions of the problem.

We need improved terminal facilities for the steam railroads entering Boston; the abolition of all grade crossings within the city limits; the readjustment of travel across the Charles river, and of navigation upon it, by means of elevated drawless bridges; a tunnel and certain street

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widenings for the benefit of the surface cars; a readjustment of the surface tracks in the centre of the city, which shall, if possible, remove all of them between Causeway and Kneeland streets, except upon a few main thoroughfares; new ordinances regulating travel upon our narrow streets and crowded sidewalks; and, finally, a proper system of elevated roads.

SANITARY MEASURES.

An equally important subject is the improvement of the health and beauty of our city by the construction of public parks, by public ownership of the various riverways, and by the abatement of all dangerous nuisances. Arrangements have been made for the taking of all the lands and the completion of our park system as originally contemplated out of the park loan authorized by the Legislature of 1891. We should, however, while there is yet time, secure certain tracts of land lying upon the confines of the city which can now be had for a very reasonable price, and which will furnish splendid parks for succeeding generations. It is probable that about five thousand acres in the vicinity of the Milton Blue Hills, of the Muddy Pond woods in Hyde Park, and of the Middlesex Fells, could be procured at an average cost of not over $100 an acre. If this territory could be secured at an ex-

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pense of $500,000 the money should be advanced by the State, as in the case of the Metropolitan Sewerage works, and the interest and sinking-fund requirements apportioned among the several communities benefited.

The improvement of the banks of the Charles and Neponset rivers must, it seems to me, be secured by public ownership in a similar manner.

The two plants for the treatment of epidemic diseases, established in 1892, should enable the city to cope successfully with the threatened invasion of cholera this year; but the selfish obstinacy of speculative land-owners has prevented the Board of Health from abating all the nuisances and pest-holes which exist in various sections of the city, and still continue to be a menace to the public health. Additional powers should be granted to the Board of Health, so as to enable them to compel the cleaning of private ways and alleys; and the owners of tide-water flats should be obliged to fill them to grade 12.

It will be necessary within the next ten years to procure an entirely new source of water-supply. I would recommend that this subject also be treated from a metropolitan standpoint, and carefully investigated by a State commission of engineers.

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OBSTACLES TO OVERCOME.

I am well aware that the magnitude of these suggestions frighten many persons, and that the difficulties surrounding their execution seem to others insurmountable. I have, however, sufficient confidence in the enterprise and public spirit of the citizens of Boston to feel convinced that when once fully aroused to the necessity for action they will not allow either financial difficulties or corporation influence to prevent their obtaining the things which are essential to the growth and prosperity of our city. I do not believe that the undertakings which have been carried out in other cities of this country, with which Boston must compete for commerce, wealth, and population, are impossible of accomplishment here. I am unwilling to concede that the railroad companies entering Boston cannot be induced to improve their terminal facilities. What is being done in Baltimore, in Philadelphia, in Jersey City, and in Chicago, can be accomplished here. Selfish land schemers will seek to prevent the development of suburban territory upon proper street lines; but why should the streets of every other large city in this country be laid out by public authorities upon public lines, and constructed practically without expense to the community, while in Boston the real-estate speculator

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is allowed to loot the city treasury for his private benefit? Those who fear that elevated railroads cannot be built in Boston without appropriating the streets and confiscating the rights of abutting owners should study the recommendations of the Rapid Transit Commission, or visit the city of Chicago, where capital, partly raised in Boston, has not hesitated to invest in elevated railroads built entirely upon private land. If the ten or twelve millions needed to provide new and wide thoroughfares of travel across the congested section of the city, seem a large sum, it should be recollected that this amount is less than one-half the expenditure for street widenings in the few years succeeding the close of the Civil War, less than one-third of the amount that the Cochituate water-works will cost when completed, and only about one-quarter as much as has been expended for street widenings since the incorporation of our city in 1822.

NEW CITY HALL.

It must be obvious that Metropolitan Boston will need a new and larger City Hall, and that the longer the building of it is delayed the more its site will cost; unless the Public Garden is selected for the purpose. The top of Beacon Hill still seems to me the most appropriate site; and I would recommend that early action be taken in the matter.

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CONCLUSION.

The present City Government is confronted by some of the most important problems which have arisen since the foundation of the city. Notwithstanding their magnitude and number, I believe that the people expect their chosen representatives to attack these problems in earnest, to consider them with care, and then to take such action, by petition to the State Legislature, or otherwise, as will best promote the interests of the city.

With a desire to secure prompt and effective action by the City Government, I venture to suggest a readjustment of the joint committees of the City Council. These committees are now appointed by departments, — that is, one for each division of executive work: a practice which was necessary before the charter amendments of 1885, but which, since the passage of that law, has failed to furnish to the members of the City Council full opportunities for the discharge of the duties they are elected to perform. It would be better to appoint the committees by subjects rather than by departments, and I would suggest that a joint committee be appointed for each of the various matters alluded to in this message.

The City Government of 1893 will have done its duty by the people if it shall so contrive that the moneys raised by taxation and by loan

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shall be appropriated for purposes of general utility, and expended with economy; and shall give its energies and thought to the solution of the greater problems upon which the future of Boston is dependent.

Let us enter upon this work in a spirit devoid of partisanship, political or local, and with a determination to serve the interests of the whole community.

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APPENDICES.

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APPENDICES.

APPENDIX A.

MAYOR'S MESSAGE ON THE ANNUAL ESTIMATES.

CITY OF BOSTON, OFFICE OF THE MAYOR,
CITY HALL, January 2, 1893.

To the Honorable the City Council:

GENTLEMEN: The amount that the city may appropriate from revenues and taxes for the fiscal year 1893–94 is $13,379,627, procured as follows:

Department estimates of income . . .		$785,590
Corporation tax, estimated receipts . .		875,000
Liquor licenses, estimated net receipts . .		710,000
Estimated cash on hand Feb. 1, 1893 . .		300,000
Product of $9 law		7,373,818
Extra for county expenses		425,000
Total for department expenditures . .		$10,469,408
Interest on city and county debt,	$1,671,000	
Sinking funds and principal of debt	1,239,219	
		2,910,219
Total		$13,379,627

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I transmit herewith the department estimates of expenditures; and my own recommendations in respect thereto are as follows:

	Appropriations for 1892-93.	Recommendations for 1893-94.
Architect	$22,500	$22,500
Assessing Department . .	128,000	142,237
Auditing Department . .	27,200	27,200
Board of Aldermen, salaries .	18,000	18,000
Board of Aldermen, contingent expenses	5,500	6,500
Board of Aldermen, soldiers' relief	82,000	75,000
City Clerk	70,000	70,000
City Council, contingent . .	5,500	5,500
City Council, incidental . .	30,000	30,000
City Messenger . . .	24,000	20,000
Clerk of Committees . .	10,500	10,500
Collecting	84,000	84,600
Common Council, clerks' expenses	4,500	4,500
Common Council, contingent .	4,000	5,800
Engineering	40,000	42,000
Ferry Department . . .	215,000	215,000
Fire Department . . .	1,000,000	1,020,000
Health Department . . .	125,000	140,000
Hospital Department . .	259,000	260,000
Inspection of Buildings . .	68,500	68,500
Inspection of Milk and Vinegar,	12,500	12,500
Inspection of Provisions . .	2,430	3,225
Amounts carried forward,	$2,238,130	$2,283,562

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	Appropriations for 1892-93.	Recommendations for 1893-94.
Amounts brought forward,	$2,238,130	$2,283,562
Lamp Department, general expenses		120,563
Lamp Department, gas and electric light companies	610,000	350,000
Lamp Department, naphtha lighting		59,682
Lamp Department, new work,		15,000
Law Department	29,500	31,000
Laying Out Streets Department,	39,528	17,500
Library	162,000	151,000
Markets	10,250	12,450
Mayor	29,000	31,000
Mt. Hope	10,000	10,000
Parks	60,000	100,000
Police	1,150,000	1,175,000
Printing	45,000	40,000
Public Buildings, armories		13,910
Election expenses		27,000
Rents	192,000	28,450
Salaries		15,500
Alterations and repairs		50,000
Public Buildings, schools	231,000	190,000
Public Celebrations	26,400	25,000
Public Grounds	95,000	50,000
Public Institutions	600,000	625,000
Registration of Voters	45,000	46,500
Registry Department	21,292	33,500
Amounts carried forward,	$5,594,100	$5,501,617

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	Appropriations for 1892–93.	Recommendations for 1893–94.
Amounts brought forward,	$5,594,100	$5,501,617
Relief of Poor	115,000	110,000
Reserve Fund	50,000	89,088
School Committee . . .	1,769,000	1,804,000
Sealer of Weights and Measures,	12,500	19,953
Sinking-Fund Department .	2,500	2,500
Street Department, Central Office	20,000	20,000
Street Department, Bridge Div.,	125,000	135,000
Street Department, Cambridge Bridges Div. . . .	13,000	13,000
Street Department, Paving Div.,	850,000	850,000
Street Department, Sewer Div.,	350,000	350,000
Street Department, Street-Cleaning Div.	300,000	300,000
Street Department, Street-Watering Div. . . .	100,000	100,000
Street Department, Sanitary Div.	450,000	470,000
Surveying	35,000	40,000
Treasury	39,250	39,250
City Debt, sinking fund . .	1,236,248	1,176,842
City Debt, interest . . .	1,734,528	1,550,000
County Debt, sinking fund and principal	58,144	62,377
County Debt, Interest . .	121,500	121,000
House of Correction . .	99,650	100,000
County, general expenses . .	525,000	525,000
Total	$13,600,420	$13,379,627

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	Appropriations for 1892–93.	Recommendations for 1893–94.
Water-Income Department:		
Cochituate Water-Works .	$45,000	$50,620
Mystic Water-Works .	10,600	12,680
	$55,600	$63,300
Water-Supply Department:		
Cochituate Water-Works:		
Current expenses . .	$355,000	$370,000
Interest	811,017	831,748
	$1,166,017	$1,201,748
Mystic Water-Works:		
Current expenses . .	$127,750	$128,000 00
Interest	19,257	16,827 50
	$147,007	$144,827 50

Respectfully submitted,

N. Matthews, Jr.,
Mayor.

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APPENDIX B.

AUDITOR'S STATEMENT.

City and County Debt.

Gross funded debt, Dec. 31, 1891 . . .			$56,242,745 90
Add funded debt issued in 1892 . . .			2,977,800 00
			$59,220,545 90
Deduct funded debt paid in 1892 . . .			2,136,982 71
Gross debt, Dec. 31, 1892			$57,083,563 19
Sinking funds, Dec. 31, 1891 .		$25,518,981 58	
Receipts during 1892 . .		2,874,790 33	
		$28,393,771 91	
Payments during 1892 . .		2,164,275 05	
		$26,229,496 86	
Bonds, betterments, etc., the payment of which is pledged to the payment of debt:			
Bonds . . .	$3,587 00		
Betterments, etc. .	157,873 27		
Sidewalk assessments, chap. 401, Acts of 1892 .	84,160 84		
Sewer assessments, chap. 402, Acts of 1892 . .	69,155 25		
		314,776 36	
Total redemption means Dec. 31, 1892 .			26,544,273 22
Net debt, Dec. 31, 1892			$30,539,289 97

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Gross debt, Dec. 31, 1892	$57,083,563 19
Gross debt, Dec. 31, 1891	56,242,745 90
Increase	$840,817 29
Net debt, Dec. 31, 1891	$30,703,358 34
Net debt, Dec. 31, 1892	30,539,289 97
Decrease	$164,068 37
City debt, including balance of debts assumed by acts of annexation	$36,439,789 21
County debt	3,445,000 00
Cochituate water debt	16,758,773 98
Mystic water debt	440,000 00
	$57,083,563 19

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Loans authorized by Special Statutes outside of Debt Limit other than for Water-Works.

Year.	Chap.	Object.	Amount Authorized.	Date of Approval.	Amount Issued.
1886 .	304 .	Public Park Construction . . .	$2,500,000 00	June 21, 1886 .	$2,500,000 00
1887 .	101 .	Suffolk County Court-House [1] .	. . . . .	Mar. 21, 1887 .	2,600,000 00
1887 .	282 .	Harvard Bridge	250,000 00	May 18, 1887 .	250,000 00
1887 .	312 .	Public Park Lands	400,000 00	May 26, 1887 .	400,000 00
1887 .	394 .	Sewer, Tremont st.	[2] 75,000 00	June 11, 1887 .	
1887 .	428 .	Stony Brook Improvement .	500,000 00	June 16, 1887 .	500,000 00
1888 .	392 .	Public Park Lands	600,000 00	May 23, 1888 .	600,000 00
1889 .	68 .	New Library Building	1,000,000 00	Mar. 1, 1889 .	1,000,000 00
1889 .	254 .	W. Chester-park Extension . .	[2] 75,000 00	April 12, 1889 .	
1889 .	283 .	Congress-st. and Oliver-st. Extension	[2] 500,000 00	April 26, 1889 .	
1889 .	322 .	Improved Sewerage	500,000 00	May 9, 1889 .	500,000 00
1890 .	271 } 444 }	Public Parks, Charlestown . .	200,000 00	May 5 and June 28, 1890	200,000 00
1891 .	301 .	Public Parks	[3] 3,500,000 00	May 7, 1891 .	1,000,000 00
1891 .	324 .	New Library Building	1,000,000 00	May 11, 1891 .	100,000 00
1891 .	323 .	Laying Out and Construction of Highways [4]	. . . . .	. . . . .	256,800 00
1892 .	288 .	Suffolk County Court-House Furnishing	100,000 00	May 9, 1892 .	50,000 00

[1] $2,500,000 in addition to the cost of land. Cost of land, $1,056,469.69; $2,706,000 authorized by City Council.

[2] Never approved by City Council.

[3] Entire loan authorized by City Council; only $1,000,000 issued.

[4] Not exceeding $1,000,000 each year — debt authorized in 1891 ($500,000) inside of debt limit: debt authorized hereafter will be outside of debt limit.

Loans issued in 1892.

Date of Order.	Object.	Included in Debt Limit.	Outside Debt Limit.
Oct. 26, 1891 . . .	Sewers	$341,000 00	
Dec. 5, 1891	L-st. Bridge	130,000 00	
Dec. 10, 1891 . . .	Commonwealth ave., Construction .	210,000 00	
Dec. 24, 1891 . . .	Dorchester ave., Paving, Wards 15 and 24	125,000 00	
Jan. 23, 1892 . . .	Allston Bridge	90,000 00	
" " " . . .	Improved Sewerage	100,000 00	
" " " . . .	Extension of Mains	. . . . .	$100,000 00
May 20, 1891 . . .	Street Construction Act	206,800 00	
Nov. 13, 1889 . . .	Additional Supply of Water	. . . . .	235,000 00
May 20, 1891 . . .	Public Parks	. . . . .	300,000 00
May 24, 1892 . . .	Various Municipal Purposes	680,000 00	
Aug. 25, 1892 . . .	Suffolk County Court-House	. . . . .	200,000 00
July 11, 1892 . . .	Suffolk County Court-House, Furnishing	. . . . .	50,000 00
Oct. 24, 1891 . . .	Library Building, Dartmouth st. . .	. . . . .	100,000 00
Sept. 30, 1892 . . .	Buildings, Gallop's Island and Swett street	50,000 00	
Aug. 24, 1892 . . .	New Lunatic Hospital	45,000 00	
Oct. 7, 1892	Laying Out Streets Department . .	15,000 00	
		$1,992,800 00	$985,000 00
	Inside Debt Limit . . $1,992,800 00		
	Outside " " . . 985,000 00		
	$2,977,800 00		

Loans authorized but not issued, Dec. 31, 1892.

Date of Order.	Object.	Inside Debt Limit.	Outside Debt Limit.
Nov. 13, 1889 . . .	Additional Supply of Water	. . . . .	$227,500 00
May 20, 1891 . . .	Laying Out and Construction of Highways	$243,200 00	
May 20, 1891 . . .	Public Parks	. . . . .	2,500,000 00
Oct. 24, 1891	Library Building, Dartmouth st. . .	. . . . .	900,000 00
Dec. 5, 1891	L-st. Bridge	30,000 00	
Jan. 2, 1892	City Hospital Improvements	136,500 00	
Jan. 23, 1892	Improved Sewerage	150,000 00	
June 1, 1892	High Service	. . . . .	75,000 00
July 11, 1892 . . .	Suffolk County Court-House, Furnishing	. . . . .	50,000 00
Aug. 25, 1892 . . .	Suffolk County Court-House	. . . . .	106,000 00
May 24, 1892	Various Municipal Purposes	919,725 00	
Aug. 24, 1892 . . .	New Lunatic Hospital	155,000 00	
Oct. 7, 1892	Laying Out Streets	10,000 00	
Oct. 7, 1892	City Hospital, Additional Land . . .	42,000 00	
		$1,686,425 00	$3,858,500 00
	Inside Debt Limit . . $1,686,425 00		
	Outside " " . . 3,858,500 00		
	$5,544,925 00		

Balances from Loans, Dec. 31, 1892.

Improved Sewerage	$50,032 45
Laying Out and Construction of Highways .	4,462 45
Bedford and Kingston streets	15,750 00
Forbes street	2,332 26
Harvard street	4,500 00
Jerome-place extension	1,000 00
Norfolk street	3,000 00
Amount carried forward,	$81,077 16

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Amount brought forward,	$81,077 16
Park street, Charlestown, widening and constructing	5,500 00
Talbot-avenue extension	2,467 00
Ward street	700 00
Widening Commercial street	1,796 83
Public Parks	36,356 36
Public Park Construction	267 78
Public Parks, Charlestown	101,661 96
Public Park Lands	297 25
Elevator, City Hall	111 55
Engine-house, Ashmont	4,953 37
Fire Department Building and Site, South Boston	8,102 93
" " Headquarters, etc. . .	88,250 36
" " Hospital for Horses . .	9,970 49
Library Building, Dartmouth street . . .	2,849 75
Police Station-house, Brighton	6,584 10
" " No. 13, Land and addition to . . .	7,444 99
Ward-room, Ward 2, Enlargement of . .	4,952 69
Addition to House of Industry . . .	13,065 71
Barn, Long Island	1,383 47
Electric-lighting Plant, Long Island . . .	6,307 53
Parental School for Boys	990 00
Austin Primary School-house, building . .	1,271 05
Cook School-house, enlargement of yard . .	95 39
Grammar School-house, Hillside District . .	945 95
" " Mt. Vernon District .	1,469 82
" " North Brighton, site .	405 00
" " " " building,	3,358 91
" " Pierce District . .	832 95
Amount carried forward,	$393,470 35

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Amount brought forward,	$393,470 35
Lyceum Hall, Dorchester	10,000 00
" " " to fit for primary school,	714 73
Mechanic Arts High School	31,870 73
Primary School-house, Adams District . .	776 91
" " Beech street, site . .	5,595 00
" " Lot, Blossom street .	2,654 38
" " Bunker Hill District .	411 67
" " Dillaway District, building	7,913 83
" " Emerson District . .	1,882 19
" " Frothingham District, land	114 22
" " Gardner street, site .	46 25
" " George Putnam District .	878 10
" " Hillside District . .	940 68
" " Lowell District . .	596 79
" " North of Broadway . .	27,911 35
" " Oak square, etc. . .	34 52
Allston bridge	22,945 03
L-street bridge	79 70
Rebuilding bridges to Watertown . . .	8,782 53
Beacon street	4,848 85
Brent street	1,675 78
Chardon street	349 45
Commonwealth-avenue Construction . . .	125,333 89
Conant street, macadamizing	2,348 94
Davis street, asphalt	211 23
Decatur street, Ward 16, asphalt . . .	520 64
Dorchester avenue, paving, Wards 15 and 24 .	9,625 31
Dorchester street, Ninth street to Broadway, paving	2,935 35
Amount carried forward,	$665,468 40

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Amount brought forward,	$665,468 40
Eighth street, L to O street, edgestones, etc.	1,336 25
Florence street, asphalt	1,318 22
Harbor View street	562 96
Houghton street, macadamizing	1,661 40
L street, grading, etc.	2,346 50
La Grange street	3,697 00
Lexington avenue	1,716 70
Sawyer avenue	1,719 44
Second street, Dorchester street to I street, paving	3,369 30
Smith street, construction	4,287 31
Street Improvements, Aldermanic Dist. No. 6	7,033 22
" " " " " 7	1,281 50
" " " " " 12	14,286 55
" " Ward 12	6,376 41
Tuttle street	1,081 59
West Newton street, between Washington street and Shawmut avenue, asphalt blocks	318 76
Sewer, between Roslindale and West Roxbury	7,206 73
Sewers, Brighton	2,486 47
Sewer outlets, D street	5,726 35
Sewer outlets, East Boston	2,019 86
Sewers, Roxbury	204 25
Sewers, Savin Hill District	77 96
Sewers, South Boston	3,482 14
Sewers, Ward 23, Washington street, etc.	802 13
Sewers, Westville, Freeman, and Charles streets	1,241 52
Stables and sheds, Brighton	6,957 92
Tug-boat	4,200 50
Additional supply of water	7,041 97
High service	40,470 48
Amount carried forward,	$799,779 79

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Amount brought forward,	$799,779 79
Protection of water-supply	30,000 00
Suffolk County Court-House	12,096 04
" " " furnishing . .	744 59
Jackson street	1,500 00
Howell street	1,500 00
Buildings, Gallop's Island and Swett street . .	14,622 26
New Lunatic Hospital	10,500 00
New buildings, City Hospital	9,963 54
Congress-street bridge, guard	534 31
	$881,240 53

JAMES H. DODGE,
City Auditor.

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APPENDIX C.

ASSESSORS' STATEMENT.

Assessors' Office, City Hall,
Boston, Dec. 31, 1892.

Hon. Nathan Matthews, Jr.,
Mayor of the City of Boston:

In conformity with the provisions of the Revised Ordinances, we herewith transmit a statement of the Assessors' valuations for the preceding five years, and of the abatements thereon allowed previous to the thirty-first day of December; also the average of such valuations reduced by such abatements.

Year.	Valuations.	Abatements.
1888 . . .	$765,355,048 39	$7,135,600
1889 . . .	795,941,043 71	9,246,600
1890 . . .	822,456,800 00	7,792,800
1891 . . .	855,413,414 62	7,753,700
1892 . . .	895,987,904 00	6,659,500
	$4,135,154,210 72	$38,588,200
Less abatements,	38,588,200 00	
	$4,096,566,010 72	
Divided by 5 .	$819,313,202 00	

Respectfully submitted,
For the Board of Assessors,
Joshua S. Duncklee,
Secretary.

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APPENDIX D.

CITY COLLECTOR'S STATEMENT.

COLLECTING DEPARTMENT, CITY HALL,
BOSTON, Dec. 31, 1892.

HON. NATHAN MATTHEWS, JR.,
Mayor of the City of Boston:

SIR: The assessments committed to the Collector for the financial year beginning Feb. 1, 1892, not including Cochituate and Mystic water rates, amount to $13,584,568.56. Of this amount there has been to Dec. 31, 1892, $11,464,079.15 collected, $105,044.61 abated, and $2,015,444.80 remains uncollected. This includes the State, City, and County taxes, $11,656,484.92, of which $9,903,985.31 has been collected, $85,985.07 abated; leaving $1,666,514.54 unpaid, and the Bank tax, $841,176.75, all of which has been paid.

The Cochituate water rates, assessed on the first of January, 1892, and additional and meter rates assessed during the year, amount to $1,576,967.89. There has been paid of these rates $1,366,859.52; abated, $16,808.17; leaving $193,300.20 unpaid.

The Mystic water rates for the same time stand as follows: Assessed, $387,079.50; paid, $374,048.25; abated, $9,965.48; unpaid, $3,065.77.

There has also been received of the Cochituate water rates for 1893, $18,176.25, and of the Mystic water rates, $1,186.50.

The total receipts from all sources from Feb. 1, 1892, to Dec. 31, 1892, inclusive, amount to $16,667,926.06.

A general summary of the accounts shows that the balance of bills and assessments outstanding

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Jan. 1, 1892, was	$2,455,305 17
The assessments from Jan. 1, 1892, to Dec. 31, 1892	15,640,482 14
Cash deposits from Jan. 1, 1892, to Dec. 31, 1892	2,771,661 49
Total amount charged to Collector . .	$20,867,448 80
Of this amount the Collector is credited with abatements	$294,629 79
The Collector is credited with cash paid City Treasurer	17,795,279 08
Balance uncollected	2,777,539 93
	$20,867,448 80

The following statement shows the amount of the Assessors' warrants for two years:

1891–92	$10,860,874 76
1892–93	11,656,484 92

and the collections, abatements, and amounts outstanding thereon to December 31st of the respective years:

1891–92.	Collected . . .	$9,030,534 35	or 83.1%
	Abated . . .	61,089 22	" .6%
	Uncollected . .	1,769,251 19	" 16.3%
		$10,860,874 76	
1892–93.	Collected . . .	$9,903,985 31	or 85. %
	Abated . . .	85,985 07	" .7%
	Uncollected . .	1,666,514 54	" 14.3%
		$11,656,484 92	

Respectfully submitted,

JAMES W. RICKER,

City Collector.

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APPENDIX E.

BORROWING CAPACITY.

City of Boston,
Board of Commissioners of Sinking-Funds,
City Hall, Jan. 2, 1893.

Hon. Nathan Matthews, Jr.,
Mayor of the City of Boston:

Sir: In accordance with the provisions of chap. 93, Acts of 1891, it is estimated that the amount which the city will be able to borrow during the present municipal year within the debt limit established by law is $3,910,618, as per schedule annexed.

A. Davis Weld,
Henry R. Reed,
Samuel Johnson,
Joseph H. Gray,
Chas. H. Allen,
Nathaniel J. Rust,
Board of Commissioners of Sinking-Funds.
Alfred T. Turner,
City Treasurer.
James H. Dodge,
City Auditor.

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Total Debt, City and County, Dec. 31, 1892			$57,083,563 19
Less Special Loans (outside of limit)		$7,050 000 00	
Cochituate Water Debt		16,758,773 98	
Mystic Water Debt		440,000 00	
County Debt (outside of limit)		2,650,000 00	
			26,898,773 98
			$30,184,789 21
Sinking Funds		$26,229,496 86	
Less Cochituate Water Sinking Fund	$6,966,453 96		
Mystic Water Sinking Fund,	578,032 28		
Public Park Construction Sinking Fund	383.227 88		
Special Loans Sinking Fund,	416,560 72		
County Court-House Sinking Fund	158,982 62		
		8,503,257 46	
			17,726,239 40
Debt, excluding Loans outside of limit, and deducting Sinking Funds for said debt			$12,458,549 81
Two per cent. on $790,036,144, average valuation for five years, less abatements			$15,800,722 88
Debt as above			12,458,549 81
			$3,342,173 07
Average valuation for five years, less abatements to Dec. 31, 1892		$819,313,202	
Average valuation for five years, less abatements to Dec. 31, 1891		790,036,144	
Two per cent. on increase		$29,277,058	585,541 00
Interest on Investments, Jan. 1, 1893			75,491 00
Right to borrow, Jan. 1, 1893			$4,003,205 00

Right to borrow, Jan. 1, 1893		. . . .	$4,003,205 00
April	1, 1893.	Interest on Investments . .	170,000 00
July	1, 1893.	" " " . .	70,000 00
Oct.	1, 1893.	" " " . .	155,000 00
"	1, 1893.	Debt paid from Appropriation .	17,000 00
Nov.	1, 1893.	Appropriation for Debt . .	1,026,838 00
"	1, 1893.	Interest on Investments . .	17,000 00
Dec.	31, 1893.	Sterling Debt Redeemed . .	80,000 00
"	31, 1893.	Interest on Bank Deposits .	58,000 00
			$5,597,043 00
Less loans authorized, but not negotiated . .			1,686,425 00
			$3,910,618 00

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Mass Doc 12.25.80

INAUGURAL ADDRESS

OF

NATHAN MATTHEWS, Jr.,

MAYOR OF BOSTON,

TO

THE CITY COUNCIL,

JANUARY 1, 1894.

BOSTONIA
CONDITA AD.
1630.

BOSTON:
Rockwell and Churchill, City Printers.
1894.

2-2-94

INAUGURAL ADDRESS

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NATHAN MATTHEWS, JR.,

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TO

THE CITY COUNCIL,

JANUARY 1, 1894.

BOSTON:
ROCKWELL AND CHURCHILL, CITY PRINTERS.
1894.

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CITY OF BOSTON.

In Board of Aldermen,
January 1, 1894.

Ordered, That His Honor the Mayor be requested to furnish the City Council with a copy of his inaugural address for publication.

Passed. Sent down for concurrence. January 1, came up concurred.

A true copy.

Attest:

John M. Galvin,
City Clerk.

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ADDRESS.

To the Honorable the City Council:

GENTLEMEN: The first business of the city government of 1894 will be the consideration of the

ANNUAL APPROPRIATION ORDER

for the fiscal year 1894–5.

The city is authorized by St. 1885, Ch. 178, to raise annually by direct taxation enough money to meet the estimated requirements of the year for interest on all loans for city and county purposes, and for the accumulation of a sinking fund sufficient to pay the funded debt of the city and county at maturity.

The amounts estimated as required and duly appropriated for interest and sinking-fund payments on account of these loans during the past nine fiscal years, have been:

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Year.	For Interest.	For Sinking Fund and Debt Payments.	Total Debt Requirements.
1885–86 . . .	$1,527,601	$643,968	$2,171,569
1886–87 . . .	1,534,352	642,005	2,176,357
1887–88 . . .	1,659,358	766,107	2,425,465
1888–89 . . .	1,691,592	825,930	2,517,522
1889–90 . . .	1,593,238	899,272	2,492,510
1890–91 . . .	1,743,308	1,247,634	2,990,942
1891–92 . . .	1,411,755	1,476,161	2,887,916
1892–93 . . .	1,856,028	1,294,392	3,150,420
1893–94 . . .	1,671,000	1,239,219	2,910,219
1894–95 . . .	1,580,720	1,245,348	2,826,068

The city is allowed by the same law to levy an annual tax for general municipal purposes equivalent to nine dollars on every thousand of the average of the assessors' valuations of the taxable property of the city for the preceding five years, less abatements to the thirty-first day of December preceding; and by St. 1887, Ch. 281, authority was given to add to the annual tax-levy the sum of $425,000 for county purposes.

The following table shows the revenue of the city from year to year under the nine-dollar law of 1885:

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Average valuations for five years, less abatements to December 31.		Nine dollars on a thousand amounted to	
1884	$661,011,076 00	For 1885–86	$5,949,099 68
1885	670,035,172 00	1886–87	6,030,316 55
1886	678,763,000 00	1887–88	6,108,867 00
1887	694,078,430 00	1888–89	6,246,705 87
1888	711,071,286 00	1889–90	6,399,641 57
1889	733,736,943 00	1890–91	6,603,632 49
1890	761,236,068 00	1891–92 ...	6,851,124 61
1891	790,036,144 00	1892–93	7,110,325 30
1892	819,313,202 00	1893–94	7,373,818 00
1893	850,076,262 00	1894–95 ...	7,650,686 35

The city also receives a large revenue from liquor licenses and other miscellaneous sources, estimated by the Auditor for the coming year at $2,490,000.

The product of the nine-dollar law, the additional $425,000 allowed by the Act of 1887, and the miscellaneous revenues of the city make together the total annual income of the city and county available for general department expenditures. This amount, added to the interest and sinking-fund requirements for the year, makes the full amount which the city government can appropriate for the annual expenditures for the city of Boston and the county of Suffolk.

The operation since 1885 of these limitations is shown in the following table:

Year.	Product of $9 law.	Extra for county purposes under the law of 1887.	Estimated miscellaneous revenue.	Total income available for department expenditures.	Interest and sinking-fund requirements.	Total possible appropriations.	Actual appropriations.
1885-86 . . .	$5,949,099	. . . . .	$2,804,550	$8,753,649	$2,171,569	$10,925,218	$10,608,100
1886-87 . . .	6,030,316	. . . . .	2,588,490	8,618,806	2,176,357	10,795,163	10,553,600
1887-88 . . .	6,108,867	$425,000	2,694,800	9,228,667	2,425,465	11,654,132	11,654,094
1888-89 . . .	6,246,705	425,000	2,261,080	8,932,785	2,517,522	11,450,307	11,450,307
1889-90 . . .	6,399,641	425,000	2,408,090	9,232,731	2,492,510	11,725,241	11,725,241
1890-91 . . .	6,603,632	425,000	2,470,240	9,498,872	2,990,942	12,489,814	12,489,814
1891-92 . . .	6,851,124	425,000	2,635,390	9,911,514	2,887,916	12,799,430	12,799,430
1892-93 . . .	7,110,325	425,000	2,914,675	10,450,000	3,150,420	13,600,420	13,600,420
1893-94 . . .	7,373,818	425,000	2,756,590	10,555,408	2,910,219	13,465,627	13,465,627
1894-95 . . .	7,650,686	425,000	2,490,000	10,565,686	2,826,068	13,391,754	. . . . .

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It will be noticed that while the nine-dollar law will produce $276,868 more from taxes in 1894–5 than in 1893–4, yet the miscellaneous revenue of the city, which varies considerably from year to year, is expected to fall below the revenue for 1893–4 by $266,590, leaving available for the department expenditures of 1894–5 only $10,278 more than in 1893–4. This decline in revenue is due partly to the fact that no sales of city property have been made since February 1, 1893, and partly to the slowness with which the taxes for the year are being paid.

I shall submit to-day my recommendations concerning the appropriation order for the coming year, together with the department estimates. These estimates and recommendations are suggestions merely. The sole power to originate appropriations is vested in the city council; and that body, while it cannot appropriate more in the aggregate than the total named, can by a two-thirds vote in each branch distribute the money among the different departments as it sees fit.

After the appropriation order has been passed, it will be incumbent upon the several departments to observe carefully its terms and limitations. The city has lived within its income during the past

three years; no money has been borrowed since May 1, 1891, for ordinary department expenses; and the accounts for the present fiscal year will show a cash surplus at the close of business on the thirty-first of this month. The heads of departments should understand that no return to the practice of borrowing money for ordinary department expenditures will be permitted, and that they must keep their expenditures within the appropriations granted by the city council.

THE TAX RATE.

The tax rate for 1893 for city and county purposes was the lowest since 1876; but the rate for State purposes was the highest since 1888. It is earnestly to be hoped that the legislature of 1894 will restrict its expenditures to a total considerably below the figures of 1893. If the direct State tax-bill does not exceed $1,750,000 (the amount levied in 1892), and if the annual increase in valuations is as much as during the past few years, the tax rate for 1894 for city, county, and State purposes will be less than last year. It is not unlikely, however, that the valuations for 1894 will be no more, and perhaps even less, than those for 1893; in which case the tax rate will be about what it was last year, or possibly somewhat higher.

THE CITY DEBT.

The condition of the funded debt of the city, including all water and county loans, on December 31st of every year since the annexations of 1874, is shown in the following table:

DEBT STATEMENT ON DECEMBER 31, OF EACH YEAR.

Year.	Gross Debt.	Means of Redemption.	Net Debt.
1874	$43,474,841 96	$15,661,906 73	$27,812,935 23
1875	43,886,632 24	16,381,626 50	27,505,005 74
1876	44,958,822 30	16,681,789 34	28,277,032 96
1877	43,354,444 06	16,498,979 12	26,855,464 94
1878	41,809,583 31	15,625,411 89	26,184,171 42
1879	43,022,816 20	16,925,033 15	26,097,783 05
1880	41,103,750 60	14,445,294 19	26,658,456 41
1881	40,018,598 02	15,770,551 42	24,248,046 60
1882	41,105,577 88	16,724,552 86	24,381,025 02
1883	42,544,123 96	17,232,488 44	25,311,635 52
1884	42,981,934 91	18,215,870 64	24,766,064 27
1885	43,416,945 84	18,716,931 55	24,700,014 29
1886	46,337,887 86	19,983,492 39	26,354,395 47
1887	48,682,428 58	21,054,840 11	27,627,588 47
1888	48,576,569 29	21,725,667 30	26,850,901 99
1889	51,185,741 09	22,863,953 03	28,321,788 06
1890	55,440,361 06	24,386,864 08	31,053,496 98
1891	56,242,745 90	25,539,387 56	30,703,358 34
1892	57,083,563 19	26,544,273 22	30,539,289 97
1893	55,831,635 15	22,111,523 22	33,720,111 93

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While the increase in the net debt during the past three years has been only $2,666,614.95, and while this increase is at least $2,000,000 more than it would have been if the condition of the money market in September and October, 1893, had not rendered a large issue of bonds a prudent measure of precaution, still it is to be regretted that there was any increase whatever. Every effort should be made during the coming year to prevent any further increase, and if possible to effect a reduction, in the net city debt.

NEW LOANS.

It seems to me that under existing conditions the exercise of the power to borrow money should be restricted to objects of immediate and admitted necessity, and to such other improvements, valuable in themselves, as will involve payments for construction rather than expenditures for land. The park system is in need of additional money for construction, and I would recommend a loan of $500,000 for that purpose; an equal amount could well be appropriated for public buildings, chiefly for the city hospital and schools; and $500,000 might well be allotted to street construction; making a total loan for these purposes of

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$1,500,000. A new bridge to Charlestown is a necessity. These and the proposed extension of Columbus avenue through Pynchon street to Franklin Park are improvements which, in my judgment, might well be provided for at the present time.

Money for these several items can all be procured within the debt limit, as the borrowing capacity of the city is $2,976,852; and it is to be hoped that no application will be made to the legislature of 1894 for leave to borrow outside the debt limit, except in connection with the proposed subway.

PARKS.

It should be our aim to push the park system to completion. The Parkway should be completed to Franklin Park before the summer; but the city has been compelled to pay very much more for land than was originally estimated, and the result is that the balance of the loans already authorized available for construction and for the erection of buildings is less than was anticipated. If the additional appropriation already suggested is made, the park commissioners will be enabled to finish much of the work which will otherwise be left incomplete.

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Land for the park at the North End (authorized by Statute 1893, Chapter 282) has been taken, and the work of demolishing the present buildings will be commenced as soon as they can be vacated.

The metropolitan park commission has begun its work, and is expected soon to take for park purposes the woods about Muddy Pond, in West Roxbury. If this is done, the new park should be connected with the Boston park system by constructing a parkway to the Arnold Arboretum or Franklin Park, provided the land-owners are willing to coöperate with the city.

THE STREET-RAILWAY SYSTEM.

The rejection by popular vote of the so-called Rapid Transit Act led the city government of 1893 to adopt the alternative measure contained in Chapter 478 of the Acts of 1893, providing for the construction of a subway for street-railway purposes under Tremont street. This action was taken in the belief that a subway could be so constructed under Tremont and connecting streets as to accommodate all the railway tracks now entering that thoroughfare from the south and west; that the patrons of the street-railway system could in this way be furnished with

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quicker transportation and more convenient waiting-places than is possible under existing conditions; that the surface of Tremont street should be restored to the exclusive use of foot passengers, carriages, and teams forever; that the rentals for the use of the subway would probably be sufficient to cover the interest on the bonds to be issued under the Act, and to provide a sinking fund for their payment at maturity; and that the State legislature and the city government of 1894 would be prompt to take such action in the premises as may be necessary to secure these ends.

I shall this day appoint, subject to confirmation by the board of aldermen, the three members of the subway commission; and I trust that the character of the gentlemen selected will be taken as a guarantee that this great project will either be carried out in such manner as most to benefit the public and within the appropriations that may be granted in advance, or not at all.

The subway, if built, will be the property of the city, and is to be leased on public account at a rental to be fixed by the board of railroad commissioners. It is to be hoped that the West End Street Railway Company will from the outset coöperate with the subway commission and

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the city government in the matter of approaches, and other details.

The board of aldermen for the current year could perform no greater public service than to sanction or direct the removal of many of the West End tracks, which the company has either ceased to use, or continues to operate for the benefit of a few people only, to the inconvenience of all the rest.

STREET LIGHTING.

The relations between the city and the various gas companies doing business therein having been readjusted, it remains to discover what can be done to secure a wider benefit from the use of electricity to light our streets and parks. The electric lights now seen upon the highways have been placed hap-hazard for the benefit of individual applicants rather than erected upon a comprehensive plan for the benefit of the entire community; their cost is excessive, considering the number of them; and as the city is not permitted by law to establish a street-lighting plant of its own, it is at a disadvantage in its negotiations with the electric-light companies.

The legislature should permit cities and towns, under proper restrictions, to light their own

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streets and public places; but it is in every way preferable to conduct this business through the agency of private corporations if reasonable terms can be obtained.

The superintendent of lamps informs me that he is at work upon a comprehensive plan for extending this branch of municipal service, and hopes to be able to obtain from the corporations interested such terms as will warrant its execution.

THE RELIEF OF THE POOR.

The proper action of the city government in the matter of furnishing employment to the thousands of our citizens who are now unfortunately out of work is the subject of much discussion and diversity of opinion; and the present occasion seems opportune for the presentation of certain fundamental considerations bearing on the question.

Municipal governments in Massachusetts are the creatures of the State Legislature, endowed with "such powers, privileges, and immunities not repugnant to the constitution, as the general court shall deem necessary or expedient for the regulation or government thereof." (Amendments to the Constitution, Article II.) They are not miniature States with power to act upon such political or social

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theories of government as may seem to their members wise; they can raise no more money by taxation or by loan than is expressly authorized by statute; they can appropriate and expend this money only for such purposes as have been permitted by general or special laws. The city does not, in the opinion of the Supreme Judicial Court, collect its revenue "as absolute owner with an unfettered right of disposing of it for any object which a majority of the voters might select and determine." It is "received for the use and benefit of all the inhabitants, not for any class or portion of them, and can be expended in such manner and for such purposes as towns in their corporate capacity are authorized by law to use and appropriate money, and for no other object whatever."

It is legally impossible under the laws of Massachusetts for the city of Boston to expend its revenues or to borrow money for the relief, support, maintenance, or employment of the poor, except through the Overseers of the Poor for the relief of those unfortunates who are entitled under the provisions of Chapter 84 of the Public Statutes to assistance as paupers, or in the manner and to the limited extent allowed by Chapter 274 of the Acts of 1874; and in either case a special appropriation is required.

These laws and limitations are enacted at the

State House, not in the City Hall; and if changes are desired application must be made to the State Legislature, which alone has the power to enlarge the functions of our municipal government.

Such appeals, however, should not be lightly made or hastily granted. The municipal law of Massachusetts does not differ materially from that of other States, and is a characteristic application of the general theory of our American institutions, the tendency of which is to restrict rather than to enlarge, the functions of government. This theory, with the constitutional and other checks and balances which have been invented to support it, is destined to be the chief defence of the American people and their free institutions against the insidious encroachment of socialism and other foreign remedies for the evils of civilization. It is the original and essential feature of American democracy; it has in recent years been too frequently departed from; and what is now required is rather a return to first principles than hasty and unwise extensions of the objects of public expenditure.

The main reliance of every community in emergencies like the present must be the generosity and public spirit of its individual citizens. The people of Boston enjoy a well-deserved reputa-

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tion for hospitality, charity, and civic pride; and there is no reason to doubt that they will respond now, as in the past, to all urgent and well-considered appeals on behalf of poverty and want.

While, however, the city, as a corporation, cannot expend its money for the sole purpose of providing employment or relief, except through the Overseers of the Poor, or by the City Council under the special statute referred to; while the executive officers of the city must faithfully expend the appropriations granted by the City Council for the purposes designated; while they would not be justified either in exceeding these appropriations or in expending them upon work which cannot profitably be prosecuted at this season of the year, — it nevertheless does not follow that the city and its officers can do nothing in this emergency.

Much, on the contrary, can properly be done by the heads of departments, other than the Overseers of the Poor, in furnishing as much employment as can be given without increasing the cost or diminishing the quality of the public work intrusted to their care. Building contracts can be let, under present conditions, upon favorable terms. Deep-cut sewers can be built as well in winter as at other seasons of the year; the work of

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grading and filling new streets can be carried on, though no paving or surfacing can be done while the frost lasts; stone can be quarried and crushed for use in the spring; an indefinite amount of labor can at all seasons of the year be devoted to cleaning the public and private ways of the city; and the work of in-door repairs can also be prosecuted at any time.

The activity of the departments in furnishing work of the above description is limited only by the appropriations granted by the City Council; these, in turn, are limited by the laws relating to taxation and indebtedness; and within these limits every effort is being made to accelerate the progress of public work.

In view of the probability of hard times this winter and of the possibility of an adverse bond market, it was thought prudent in September and October, 1893, to offer for sale an unusually large and otherwise unnecessary amount of city bonds; and as soon as these sales were effected orders were given to press the work upon the buildings and other objects for which the proceeds had been appropriated. Thirty-two buildings are now under contract, and twelve more are almost ready to be advertised. An extra amount of deep sewer work has been laid

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out, sufficient, it is thought, to keep the entire force of the sewer division at work. Plans are being made for the extension of Boylston street, the widening of Blue Hill avenue, and for other work of street construction, upon which grading, clearing, and filling can be done this winter. Such work upon the parks as can be prosecuted in winter is now going on; and all the work possible in the city ledges will soon be under way.

Whether the number of the unemployed be greater or less than has been stated, it cannot be doubted that conditions of unusual severity confront the people this winter. Every citizen who can afford it should render aid, preferably in the form of work, to those in need of it; and this obligation rests with special emphasis upon public officials, whether elected or appointed. I take pleasure in acknowledging the alacrity with which the various heads of departments have responded to the call for suggestions and assistance, and the generous contributions by city employees to the fund of

THE CITIZEN'S RELIEF COMMITTEE.

In addition to the work undertaken by the city, the recently organized Citizens' Relief Committee is attempting to furnish employment upon the

streets and sewers. The street work consists of cleaning and carting, and is paid for by the committee, the city furnishing tools and superintendence. The sewer work consists of sewers which cannot be built at this season of the year, except at unwarrantable expense; the city pays what the work would cost under normal conditions; and the committee makes up the difference. This plan of relief is still in its experimental stage; but if successful, it has the great advantage over any other suggested of securing the employment of more men for a given amount subscribed. Every effort is also being made to provide employment for women, among whom the amount of distress is not to be measured by the number of applicants for work.

This committee is composed partly of city officials and partly of well-known and public-spirited citizens who have volunteered to give their time and labor this winter to the cause of the unemployed. The community can have absolute confidence in their appreciation of the hard conditions which surround us, and in their prudence in administering relief. The good which this movement can accomplish is obviously limited by the amounts subscribed by the charitable people of the city, and I trust that the responses to the com-

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mittee's appeal for funds will continue to be as liberal as during the past two weeks.

Gentlemen of the City Council:

The City Council of 1894 will be constituted somewhat differently, with respect to party lines, than those with which I have had the pleasure of serving during the past three years. It should not be forgotten, however, that the practice of making party nominations for municipal offices cannot make party issues out of municipal questions, unless these enter avowedly into the canvas. The success of one party or the other may affect appointments by the Mayor or elections by the City Council, and the success or failure of the city government for the year will reflect credit or discredit upon the party which has made itself responsible for the successful candidates; but with these qualifications it is literally true that there are no differences in city government based on state or national party issues. The questions that will absorb our attention this year are business, not party, questions. Let us resolve to approach the consideration of them in a spirit devoid of partisanship, political, personal, or local, and to merit the approbation of our fellow-citizens by unselfish devotion to the duties we have been elected to discharge.

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APPENDICES.

APPENDIX A.

MAYOR'S MESSAGE ON THE ANNUAL ESTIMATES.

CITY OF BOSTON, OFFICE OF THE MAYOR,
CITY HALL, January 1, 1894.

To the Honorable the City Council:

GENTLEMEN: The amount that the city may appropriate from revenues and taxes for the fiscal year 1894–95 is $13,391,754, procured as follows:

Department estimates of income		$775,000
Corporation tax, estimated receipts . . .		875,000
Liquor licenses, estimated net receipts . . .		790,000
Estimated cash on hand February 1, 1894 . .		50,000
Product of $9 law		7,650,686
Extra for county expenses		425,000
Total for department expenditures . .		$10,565,686
Interest on city and county debt .	$1,580,720	
Sinking funds and principal of debt	1,245,348	
		2,826,068
Total		$13,391,754

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I transmit herewith the department estimates of expenditures, and my own recommendations in respect thereto are as follows:

	Appropriations for 1893-94.	Recommendations for 1894-95.
Architect Department . . .	$21,000	$21,000
Assessing Department . . .	137,000	137,000
Auditing Department . . .	28,700	28,700
Board of Aldermen:		
Salaries	18,000	18,000
Contingent expenses . . .	5,500	5,500
Soldiers' relief	75,000	57,000
City Clerk Department . . .	70,000	70,000
City Council:		
Contingent expenses, Joint Committees,	5,500	5,500
Incidental expenses . . .	30,000	30,000
City Messenger Department . .	25,730	25,730
Clerk of Committees Department .	11,900	11,900
Collecting Department . . .	84,600	87,000
Common Council:		
Clerk's expenses	4,600	4,600
Contingent expenses . . .	5,800	5,800
Engineering Department . . .	42,000	35,000
Ferry Department	215,000	215,000
Fire Department	1,020,000	1,035,000
Health Department	140,000	140,000
Hospital Department	260,000	260,000
Inspection of Buildings Department .	68,500	66,500
Board of Appeal		2,000
Inspection of Milk and Vinegar Department	12,500	12,500
Amounts carried forward . .	$2,281,330	$2,273,730

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	Appropriations for 1893-94.	Recommendations for 1894-95.
Amounts brought forward . .	$2,281,330	$2,273,730
Inspection of Provisions . . .	3,225	3,225
Lamp Department	545,245	580,000
Law Department	31,000	31,000
Library Department	151,000	155,000
Market Department	12,450	12,450
Mayor	31,000	31,000
Mt. Hope Cemetery Department .	10,000	5,000
Overseeing of the Poor Department .	110,000	110,000
Park Department	80,000	110,000
Police Department	1,261,000	1,290,000
Printing Department	45,000	45,000
Public Buildings Department . .	145,000	145,000
Public Buildings, schools . . .	190,000	190,000
Public Celebrations	25,000	15,000
Public Grounds Department . .	90,000	50,000
Public Institutions Department . .	625,000	625,000
Registration of Voters Department .	46,500	46,500
Registry Department	33,500	33,500
Reserved Fund	57,955	75,081
School Committee	1,804,000	1,850,000
Sealing of Weights and Measures Dep't,	19,953	19,950
Sinking-Fund Department . . .	2,500	2,500
Street Department:		
Central Office	20,000	20,000
Bridge Division	135,000	125,000
Cambridge-Bridges Division . .	13,000	13,000
Paving Division	850,000	800,000
Sanitary Division	470,000	450,000
Amounts carried forward . .	$9,088,658	$9,106,936

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		Appropriations for 1893–94.		Recommendations for 1894–95.
Amounts brought forward,		$9,088,658		$9,106,936
Sewer Division . .		350,000		320,000
Street-Cleaning Division,		290,000		272,000
Watering Division . .		100,000		100,000
Street Laying-Out Department,		17,500		17,500
Surveying Department .		45,000		35,000
Treasury Department .		39,250		39,250
House of Correction . .		100,000		100,000
County, general expenses .		525,000		575,000
City Debt Requirements:				
Sinking Funds,	$1,176,842		$1,178,672	
Interest .	1,550,000		1,450,000	
		2,726,842		2,628,672
County Debt Requirements:				
Sinking Fund and principal of debt .	$62,377		$66,676	
Interest .	121,000		130,720	
		183,377		197,396
Totals . . .		$13,465,627		$13,391,754
Water-Income Department:				
Cochituate Water-Works,		$50,620		$50,000
Mystic Water-Works .		12,680		10,500
		$63,300		$60,500

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	Appropriations for 1893-94.	Recommendations for 1894-95.
Water-Supply Department:		
Cochituate Water-Works:		
Current expenses . . .	$390,000	$390,000
Interest	831,748	839,117
Sinking-Fund Requirements .	229,520	229,380
Extension of Mains . . .		250,000
	$1,451,268	$1,708,497
Mystic Water-Works:		
Current expenses . . .	$128,000 00	$128,000 00
Interest	16,827 50	2,550 00
	$144,827 50	$130,550 00

Respectfully submitted,

N. Matthews, Jr.,

Mayor.

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APPENDIX B.

AUDITOR'S STATEMENT.

City and County Debt.

Gross funded debt, Dec. 31, 1892			$57,083,563 19
Add funded debt issued in 1893			6,115,525 00
			$63,199,088 19
Deduct funded debt paid in 1893			7,367,453 04
Gross debt, Dec. 31, 1893			$55,831,635 15
Sinking funds, Dec. 31, 1892		$26,229,496 86	
Receipts during 1893		2,675,145 03	
		$28,904,641 89	
Payments during 1893		7,203,747 07	
		$21,700,894 82	
Bonds, betterments, etc., the payment of which is pledged to the payment of debt:			
Bonds	$3,587 00		
Betterments, etc.	115,747 69		
Sidewalk assessments, chap. 401, Acts of 1892	145,548 42		
Sewer assessments, chap. 402, Acts of 1892	138,168 73		
Sidewalk assessments, chap. 437, Acts of 1893	7,576 56		
		410,628 40	
Total redemption means Dec. 31, 1893			22,111,523 22
Net debt, Dec. 31, 1893			$33,720,111 93

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Gross debt, Dec. 31, 1892	$57,083,563 19
Gross debt, Dec. 31, 1893	55,831,635 15
Decrease	$1,251,928 04
Net debt, Dec. 31, 1893	$33,720,111 93
Net debt, Dec. 31, 1892	30,539,289 97
Increase	$3,180,821 96
Net debt, Dec. 31, 1893	$33,720,111 93
Net debt, Dec. 31, 1890	31,053,496 98
Increase	$2,666,614 95
City debt, including balance of debts assumed by acts of annexation	$35,019,361 17
County debt	3,659,000 00
Cochituate water debt	17,051,273 98
Mystic water debt	102,000 00
	$55,831,635 15

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LOANS AUTHORIZED BY SPECIAL STATUTES OUTSIDE OF DEBT LIMIT OTHER THAN FOR WATER-WORKS.

Year.	Chap.	Object.	Amount Authorized.	Date of Approval.	Amount Issued.
1886 .	304 .	Public Park Construction . . .	$2,500,000 00	June 21, 1886 .	$2,500,000 00
1887 .	101 .	Suffolk County Court-House [1] .	. . . . .	Mar. 21, 1887 .	2,781,000 00
1887 .	282 .	Harvard Bridge	250,000 00	May 18, 1887 .	250,000 00
1887 .	312 .	Public Park Lands	400,000 00	May 26, 1887 .	400,000 00
1887 .	394 .	Sewer, Tremont st.	[2] 75,000 00	June 11, 1887 .	
1887 .	428 .	Stony-brook Improvement . .	500,000 00	June 16, 1887 .	500,000 00
1888 .	392 .	Public Park Lands	600,000 00	May 23, 1888 .	600,000 00
1889 .	68 .	New Library Building	1,000,000 00	Mar. 1, 1889 .	1,000,000 00
1889 .	254 .	W. Chester-park Extension . .	[2] 75,000 00	April 12, 1889 .	
1889 .	283 .	Congress-st. and Oliver-st. Extension	[2] 500,000 00	April 26, 1889 .	
1889 .	322 .	Improved Sewerage	500,000 00	May 9, 1889 .	500,000 00
1890 .	271 } 444 }	Public Parks, Charlestown . .	200,000 00	May 5 and June 28, 1890 }	200,000 00
1891 .	301 .	Public Parks	3,500,000 00	May 7, 1891 .	2,401,000 00
1891 .	324 .	New Library Building	1,000,000 00	May 11, 1891 .	700,000 00
1891 .	323 .	Laying Out and Construction of Highways [3]	. . . . .	. . . . .	1,000,000 00
1892 .	288 .	Suffolk County Court-House, Furnishing	100,000 00	May 9, 1892 .	100,000 00
1893 .	478 .	Subway	2,000,000 00	June 10, 1893 .	

[1] $2,500,000 in addition to the cost of land. Cost of land, $1,056,469.69; $2,781,000 authorized by City Council.

[2] Never approved by City Council.

[3] Not exceeding $1,000,000 each year — debt authorized in 1891 ($500,000) inside of debt limit; debt authorized after 1891 outside of debt limit.

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LOANS ISSUED IN 1893.

Date of Order.	Object.	Included in Debt Limit.	Outside Debt Limit.
Nov. 13, 1889 . . .	Additional Supply of Water	. . . . .	$217,500 00
May 20, 1891 . . .	Public Parks	. . . . .	1,401,000 00
May 20, 1891 . . .	Laying Out and Construction of Highways	$243,200 00	
Oct. 24, 1891 . . .	Library Building, Dartmouth Street	. . . . .	600,000 00
Dec. 5, 1891	L-street Bridge	30,000 00	
Jan. 2, 1892	New Buildings, City Hospital . . .	136,500 00	
Jan. 23, 1892 . . .	Improved Sewerage	100,000 00	
May 24, 1892 . . .	Various Municipal Purposes, 1892 .	919,725 00	
June 1, 1892 . . .	High Service	. . . . .	75,000 00
July 11, 1892 . . .	Suffolk County Court-House, Furnishing	. . . . .	50,000 00
Aug. 24, 1892 . . .	New Lunatic Hospital	155,000 00	
Aug. 25, 1892 . . .	Suffolk County Court-House	. . . . .	106,000 00
Oct. 7, 1892	Additional Land, City Hospital. . .	42,000 00	
Oct. 7, 1892	Street Laying Out Department . . .	10,000 00	
Feb. 15, 1893 . . .	Laying Out and Construction of Highways	. . . . .	500,000 00
June 26, 1893 . . .	Essex and Lincoln Streets	260,500 00	
July 10, 1893 . . .	Various Municipal Purposes, 1893 .	1,164,100 00	
Oct. 23, 1893	Stony-brook Damages	30,000 00	
Oct. 27, 1893	Suffolk County Court-House, Furnishing	. . . . .	75,000 00
		$3,091,025 00	$3,024,500 00
	Inside Debt Limit . . $3,091,025 00		
	Outside Debt Limit . 3,024,500 00		
	$6,115,525 00		

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LOANS AUTHORIZED BUT NOT ISSUED, DEC. 31, 1893.

Date of Order.	Object.	Inside Debt Limit.	Outside Debt Limit.
Nov. 13, 1889 . . .	Additional Supply of Water	. . . . .	$10,000 00
May 20, 1891 . . .	Public Parks	. . . . .	1,099,000 00
Oct. 24, 1891 . . .	Library Building, Dartmouth Street,	. . . . .	300,000 00
Jan. 23, 1892 . . .	Improved Sewerage	$50,000 00	
April 26, 1893 . . .	Additional Supply of Water	. . . . .	2,500,000 00
May 17, 1893 . . .	Public Park, Wards 6 and 7	[1] 350,000 00	
July 10, 1893 . . .	Various Municipal Purposes, 1893 .	1,350,000 00	
Dec. 29, 1893 . . .	Commonwealth Ave., Construction .	250,000 00	
Dec. 30, 1893 . . .	Laying Out and Construction of Highways	. . . . .	500,000 00
		$2,000,000 00	$4,409,000 00

Inside Debt Limit	$2,000,000 00
Outside Debt Limit	4,409,000 00
	$6,409,000 00

[1] Chap. 282, Acts of 1893, authorizes the City of Boston to take land for a public park or playground in Wards 6 and 7, the assessed valuation of said land not to exceed $300,000; also authorizes the expenditure of $50,000 for preparing said land for public use.

JAMES H. DODGE,
City Auditor.

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APPENDIX C.

Assessors' Office, City Hall,
Boston, January 1, 1894.

Hon. Nathan Matthews, Jr.,
Mayor of the City of Boston:

Sir: We herewith transmit a statement of the Assessors' valuations for the preceding five years, and the abatements thereon allowed previous to the thirty-first day of December. Also the average of such valuations reduced by such abatements.

Year.	Valuations.	Abatements.
1889 . . .	$795,943,043 71	$9,384,600
1890 . . .	822,460,400 00	7,847,100
1891 . . .	855,413,414 62	9,006,100
1892 . . .	895,993,704 00	9,880,000
1893 . . .	924,425,251 72	7,736,700
Totals . . .	$4,294,235,814 05	$43,854,500
Less abatements .	43,854,500 00	
	$4,250,381,314 05	

Divided by 5, gives $850,076,262.

For the Board of Assessors,
Frank A. Drew,
Secretary.

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APPENDIX D.

COLLECTING DEPARTMENT, CITY HALL,
BOSTON, December 31, 1893.

HON. NATHAN MATTHEWS, JR.,
Mayor of the City of Boston:

SIR: The assessments committed to the Collector for the financial year beginning February 1, 1893, not including Cochituate and Mystic water-rates, amount to $13,418,958.53. Of this amount there has been, to December 31, 1893, $11,132,-092.67 collected; $120,943.17 abated, and $2,165,922.69 remains uncollected. This includes the State, City, and County taxes, $11,939,720.72, of which $9,845,038.89 has been collected; $95,662.64 abated; leaving $1,999,019.19 unpaid, and the Bank tax, $821,715.20, all of which has been paid.

The Cochituate water-rates, assessed on the first of January, 1893, and additional and meter-rates assessed during the year, amount to $1,671,394.59. There has been paid of these rates $1,439,054.63; abated, $14,458.02; leaving $217,881.94 unpaid.

The Mystic water-rates for the same time stand as follows: Assessed, $429,713.55; paid, $391,491.20; abated, $5,083.65; unpaid, $33,138.70.

The total receipts from all sources, from February 1, 1893, to December 31, 1893, inclusive, amount to $16,528,958.16.

A general summary of the accounts shows that the balance of bills and assessments outstanding

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January 1, 1893, was	$2,769,771 43
The assessments from Jan. 1, 1893, to Dec. 31, 1893	15,712,524 89
Cash deposits, from Jan. 1, 1893, to Dec. 31, 1893	2,809,526 64
Total amount charged to Collector . .	$21,291,822 96

Of this amount the Collector is credited, with abatements	$377,234 45
Cash paid City Treasurer	17,606,414 29
Balance uncollected	3,308,174 22
	$21,291,822 96

The following statement shows the amount of the Assessors' warrants for three years:

1891–92	$10,860,874 76
1892–93	11,656,484 92
1893–94	11,939,720 72

and the collections, abatements, and amounts outstanding thereon to December 31st of the respective years:

1891–92.	Collected . . .	$9,030,534 35	or 83.1%
	Abated . . .	61,089 22	" .6%
	Uncollected . .	1,769,251 19	" 16.3%
		$10,860,874 76	

1892–93.	Collected . . .	$9,903,985 31	or 85. %
	Abated . . .	85,985 07	" .7%
	Uncollected . .	1,666,514 54	" 14.3%
		$11,656,484 92	

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1893–94.	Collected . . .	$9,845,038 89	or	82.5%
	Abated . . .	95,662 64	"	.8%
	Uncollected . .	1,999,019 19	"	16.7%
		$11,939,720 72		

Respectfully submitted,

JAMES W. RICKER,
City Collector.

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APPENDIX E.

BORROWING CAPACITY.

CITY OF BOSTON.

BOARD OF COMMISSIONERS OF SINKING FUNDS,

CITY HALL, January 1, 1894.

HON. NATHAN MATTHEWS, JR.,

Mayor of the City of Boston:

SIR: In accordance with the provisions of chap. 98, Acts of 1891, it is estimated that the amount which the city will be able to borrow during the present municipal year within the debt limit established by law is $2,976,852, as per schedule annexed.

A. DAVIS WELD,
HENRY R. REED,
SAMUEL JOHNSON,
JOSEPH H. GRAY,
CHAS. H. ALLEN,
NATHANIEL J. RUST,
Board of Commissioners of Sinking Funds.

ALFRED T. TURNER,
City Treasurer.

JAMES H. DODGE,
City Auditor.

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Total Debt, City and County, Dec. 31, 1893			$55,831,635 15
Less Special Loans (outside of limit)		$9,551,000 00	
Cochituate Water Debt		17,051,273 98	
Mystic Water Debt		102,000 00	
County Debt (outside of limit)		2,881,000 00	
			29,585,273 98
			$26,246,361 17
Sinking Funds		$21,700,894 82	
Less Cochituate Water Sinking Fund	$7,523,193 38		
Mystic Water Sinking Fund,	264,045 56		
Public Park Construction Sinking Fund	471,430 38		
Special Loans Sinking Fund,	551,932 66		
County Court-House Sinking Fund	205,393 72		
		9,015,995 70	
			12,684,899 12
Debt, excluding Loans outside of limit, and deducting Sinking Fund for said debt			$13,561,462 05
Two per cent. on $819,313,202, average valuation for five years, less abatements			$16,386,264 04
Debt as above			13,561,462 05
			$2,824,801 99
Average valuation for five years, less abatements to Dec. 31, 1893		$850,076,262	
Average valuation for five years, less abatements to Dec. 31, 1892		819,313,202	
Two per cent. on increase		$30,763,060	615,261 20
Interest on Investments, Jan. 1, 1894			69,135 00
Right to borrow, Jan. 1, 1894			$3,509,198 00

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Right to borrow, Jan. 1, 1894		. . . .	$3,509,198 00
April	1, 1894.	Interest on Investments . .	120,467 00
July	1, 1894.	" " " . .	62,775 00
Oct.	1, 1894.	" " " . .	120,000 00
"	1, 1894.	Debt paid from Appropriation .	17,000 00
Nov.	1, 1894.	Appropriation for Debt . .	963,517 00
Dec.	31, 1894.	Sterling Debt Redeemed . .	80,000 00
"	31, 1894.	Interest on Bank Deposits .	50,000 00
Jan.	1, 1895.	Interest on Investments . .	53,895 00
			$4,976,852 00
Less loans authorized, but not negotiated		. .	2,000,000 00
			$2,976,852 00

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APPENDIX F.

TREASURY DEPARTMENT.

City of Boston.
Office of City Treasurer,
City Hall, December 30, 1893.

Hon. Nathan Matthews, Jr.,
Mayor of the City of Boston:

Sir: The balance of cash in the Treasury of the City of Boston, December 30, 1893, was $4,596,458.02, held for the following purposes:

For General Appropriations	$1,701,217 40
For Special Appropriations, money derived from loans	2,647,392 13
For Special and Trust Accounts . . .	247,848 49
	$4,596,458 02

Respectfully yours,
Alfred T. Turner,
City Treasurer.

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Mass. Doc. 12.25.80

[Document 1 — 1895.]

INAUGURAL ADDRESS

OF

EDWIN UPTON CURTIS,

MAYOR OF BOSTON,

TO

THE CITY COUNCIL,

JANUARY 7, 1895.

BOSTON:
Rockwell and Churchill, City Printers.
1895.

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OCT 15 189.

Dr. S. A. Green

CITY OF BOSTON.

IN BOARD OF ALDERMEN,
January 7, 1895.

Ordered, That His Honor the Mayor be requested to furnish the City Council with a copy of his inaugural address for publication.

Passed. Sent down for concurrence.

ALPHEUS SANFORD,
Chairman.

IN COMMON COUNCIL, January 7, 1895.

Concurred.

CHRIS. F. O'BRIEN,
President.

A true copy.

Attest:

J. M. GALVIN,
City Clerk.

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ADDRESS.

Gentlemen of the City Council:

It is customary for the Mayor, upon assuming office, to state to the City Council the condition of the city, and to make such recommendations as his experience and judgment may suggest. Accordingly I ask your attention to the result of such investigation as I have been able to make into our municipal affairs, and to my views upon what I consider the most important subjects demanding action at your hands. Any statement of the city's financial condition must, of necessity, be based on information gleaned from the reports or communications received from the heads of the various departments.

The policy of the new administration cannot be fully discussed at this time, the interval between election and inauguration being too short for an exhaustive study of the problems that confront a new executive. I shall, however, during the year give my best efforts to their solution.

I shall refrain at this time from criticism of the departments, as the ordinance requires a report from

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each officer or board in charge of a department immediately after the close of the financial year, January 31st. From these reports should be obtained a definite knowledge of what has been accomplished, together with the receipts and expenditures of each department. An opinion given now might do those in charge of the departments an injustice. I shall insist, however, that the requirements of the ordinance be strictly complied with, especially as to the time when the reports shall be made.

To you belong the legislative, to me the executive, functions of the government, and although the line of separation is often finely drawn, it is not my intention to encroach upon your field.

FINANCE.

The revenue of the city and county may be classed under two heads; namely, revenue raised by taxation, and revenue derived from other sources.

The revenue for the coming year can be fairly estimated as follows:

From taxation ($9 limit) . .	$7,891,149 00
From taxation for county expenses .	425,000 00
Income of the city from other sources	2,598,665 00
A total of	$10,914,814 00

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The amount needed for interest and sinking-fund requirements of the city debt must be raised by taxation, and is not included in the nine-dollar limit law. For the coming year it will be $3,098,229, which, added to the sum given above, viz., $10,914,814, makes a total of $14,013,043, which the city government can appropriate for the annual expenditures for the city of Boston and the county of Suffolk.

The estimate for the total county expenses for 1894–95 is $734,750.

Money derived from loans within the debt limit can be used for permanent improvements only, unless the Mayor certifies that public necessity requires the borrowing of the same for current expenses. The borrowing capacity of the city during the coming year will be $2,337,074.

Loans outside the debt limit can be made only by legislative authority, and application to the Legislature for this authority should be made only when there exists a need that cannot otherwise be provided for.

The appropriations made to meet the interest on the city debt, exclusive of water debt, and for the sinking-fund and debt requirements, reached the highest mark in 1892–93, when the amount was $3,150,420. For the year 1894–95 the amount is

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$2,826,068. For the year 1895–96 the amount will be $3,098,229.

The following table shows the financial condition of the city December 31, 1890:

Gross debt of the city . . .	$55,440,361 06
Sinking-fund and other redemption means	24,386,864 08
Net debt	$31,053,496 98
Add loans authorized but not issued .	789,000 00
Net debt and loans authorized but not issued	$31,842,496 98

The following table shows the financial condition of the city December 31, 1894:

Gross debt	$58,654,211 56
Sinking-fund and other redemption means	22,160,347 14
Net debt	$36,493,864 42
Add loans authorized but not issued, *not* including loans authorized by Rapid Transit Act . . .	5,490,000 00
Net debt and loans authorized but not issued	$41,983,864 42
Increase in the net debt during the past four years	$5,440,367 44

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Increase in the net debt and loans authorized and not issued during the past four years . . .	$10,141,367 44
The cash on hand December 31, 1890, was	$5,939,227 36
The cash on hand December 31, 1894, was	$3,135,663 49

Let us face the fact squarely at the outset that the net debt must increase during the coming year on account, not of what we are yet to do, but on account of what has been done already. It will increase because of the charges imposed upon us by the Rapid Transit Act and by the issuing of bonds now authorized to pay for work already commenced and from other causes. The interest and sinking-fund requirements of these loans will also necessarily increase the tax-rate.

The amount borrowed within the debt limit for the past five years is as follows:

1890 . . .	$2,281,000 00
1891 . . .	1,090,000 00
1892 . . .	1,992,800 00
1893 . . .	3,091,025 00
1894 . . .	3,309,800 00
A total of . .	$11,764,625 00

As stated above, there can be borrowed within the debt limit during 1895 about $2,337,074.

The amount borrowed outside the debt limit (other than for water-works) during the past five years is as follows:

1890 . . .	$2,411,000 00
1891 . . .	1,389,000 00
1892 . . .	650,000 00
1893 . . .	2,732,000 00
1894 . . .	1,789,000 00
A total of . .	$8,971,000 00

The assessors' valuation for the past five years and the abatements thereon, allowed previous to December 31, 1894, are as follows:

Year.	Valuation.	Abatements.
1890 . .	$822,460,400 00	$7,847,100 00
1891 . .	855,420,414 62	8,152,559 00
1892 . .	895,997,104 00	10,153,300 00
1893 . .	924,446,151 72	9,821,400 00
1894 . .	928,461,442 53	6,839,200 00
Total .	$4,426,785,512 87	$42,813,559 00
Less abatements,	42,813,559 00	
	$4,383,971,953 87	

The average valuation for the past five years is

$876,794,390. Upon this average valuation the tax for 1895 will be assessed under the nine-dollar limit law. The average valuation for the five years preceding 1894 was $850,076,262. Upon that average valuation the tax for 1894 was assessed. The increase in the amount that may be raised under the nine-dollar limit law in 1895 over the amount raised in 1894 will be $240,463, and the increase from other sources will be about $108,-665. Does the increase in revenue equal the increased demands upon our finances? Assuming that no more money was appropriated last year than was necessary, we have only $349,128 additional to spend this year. Under Chapter 177 of 1887 the Board of Police is authorized to appoint a reserve force of police as authorized by the city. The Board of Police is now authorized to appoint one hundred men as a reserve force. By Section 2 of said Act all appointments to the regular police force shall be made from the reserve force, and a service of six months as a reserve officer is required before promotion. Under existing laws, therefore, it will not be possible to appoint during the present year more than 200 of the 321 patrolmen authorized by the last City Council, and this addition will cost for the term of service to February 1, 1896, about $142,000. With the opening of the new hospital buildings an additional

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amount of from $100,000 to $115,000 must be given to the appropriation for current expenses in that department, the schools must have $100,000 more for current expenses. Increased appropriations will be absolutely necessary in other departments, which will more than use up the additional income.

PUBLIC PARKS.

The loan of $1,000,000 made January 4, 1895, under authority given by Chapter 396 of 1894, is the last loan that can be made under existing laws for park purposes, except that which will be required to pay for lands taken for the North End park, and which is not limited in amount. Of this $1,000,000 there was required, December 31, 1894, $350,000 to pay judgments then outstanding, together with settlements agreed upon to be paid after January 1, 1895. To pay the balance due on contracts entered into prior to December 31, 1894, there was required $250,000. The assessed valuation of lands already taken for which verdicts have not been given is $100,000, but judging from past experience the amount required to pay for these lands will be double their assessed value, or $200,000. It is apparent, therefore, that of the $1,000,000 loan above mentioned, the sum of $800,000 was already mortgaged December 31, 1894, leaving a balance of only $200,000 for future expenditure.

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In my judgment it is time to suspend the further acquisition of lands for park purposes.

The work already commenced should be finished. The Strandway, the land for which has already been taken and paid for, should not, in my judgment, be built until our financial condition will warrant the great outlay needed for the undertaking. My knowledge of the work already commenced and necessary to place the land already acquired in condition for the present requirements of the system is too limited for me to state positively whether or not we can get along without further loans outside the debt limit, but I believe that authority for further loans for park purposes should not be asked of the Legislature at its present session, if we can possibly avoid it. To maintain the parks we already have will require during the present year $175,000, according to the estimate of the department, and their maintenance coming out of the revenue derived from taxation and income of the city is a heavy charge to meet. I believe in our parks, and enjoy them in common with others, but am of the opinion that we have expended and undertaken in this direction all that we can afford at the present time.

In addition to our own system of parks, which have already cost over $12,000,000, the Common-

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wealth in 1893 appointed a board known as the Metropolitan Park Commission, who have already taken about six thousand acres of land for park purposes in "Greater Boston;" and it is now in their power, limited only by appropriation by the Legislature, to connect the large areas already acquired, and those to be acquired, by boulevards and parkways encircling the city of Boston and running through the cities and towns of the Metropolitan District. The Legislature has already authorized this commission to expend $2,300,000, but even more money will be needed to carry on its work.

Now, by statute the city of Boston is to pay for the first five years fifty per cent. of the whole sinking-fund and interest requirements of the loans issued under the authority of the act establishing the board. After the first five years, the proportion Boston is to pay is to be fixed by a commission, but it probably will not be less than fifty per cent. The city's proportion of the Metropolitan sewerage loan, the armory loan, and the expense of abolishing grade crossings already amounts to a considerable sum, and next year our payments to the State must reach a sum which may seriously affect the finances of the city.

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STREETS AND SEWERS.

Under the acts relating to the laying out and the construction of highways and private ways, and the making of sewers in the city of Boston, passed in the years 1891–94, commonly known as the "Board of Survey Act," there have been laid out Blue Hill avenue, Columbus avenue, Huntington avenue, Commonwealth-avenue extension over South street, Brighton, and various other streets. Sewers have also been built, and other sewers ordered on which work has not yet commenced. There have also been incurred expenses for the maintenance of the Board of Survey. The following table shows the land damages awarded and estimated by the Street Commissioners, the estimated cost of construction of the streets and sewers, and the expenses of the Board of Survey:

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	Land Damages.	Construction, Street and Sewer.	Total.
Blue Hill avenue	$76,875 00	$500,000 00	$576,875 00
Columbus avenue	926,986 00	325,000 00	1,251,986 00
Huntington avenue . . .	230,353 00	350,000 00	580,353 00
Commonwealth-avenue extension over South street, Brighton	44,191 00	70,000 00	114,191 00
Sewers, to complete . . .	. . . .	102,000 00	102,000 00
Sewers ordered but not commenced	. . . .	178,000 00	178,000 00
Various other streets . .	. . . .	185,227 00	185,227 00
Board of Survey expenses, estimated for 1895 . .	. . . .	. . . .	70,000 00
	$1,278,405 00	$1,710,227 00	$3,058,632 00

The following table shows the balance of the appropriation December 31, 1894, with the amount that can be borrowed under these acts during the year ending December 31, 1895, and the estimate of the amount of the sinking-fund:

Balance of appropriation . . .	$121,357 41
Loan authorized but not negotiated .	1,000,000 00
Loan that may be authorized . .	500,000 00
Sinking-fund, estimated . . .	300,000 00
Total amount available between December 31, 1894, and December 31, 1895	$1,921,357 41

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It will be seen from these tables that the estimated amount of money required to complete these avenues and sewers is $3,058,632, and with the amount that will be available to December 31, 1895, is $1,921,357.41, or $1,137,274.59 less than the amount estimated to be required for the land damages and construction. We shall, therefore, not only be unable to construct the avenues and sewers already laid out, but we shall be unable to spend anything on new streets and sewers from the funds obtained under this act if we decide to spend all our available means on these undertakings already commenced.

I commend to the careful consideration of the City Council the report of the Committee on School-houses recently made to the School Committee, from which it appears that the school accommodations furnished by the city of Boston for the education of its youth have not kept pace with the growth of the city, and that the amount of money "now needed" for the purchase of sites and the erection of school-houses is $2,357,000; also, that the sanitary condition of some of the school-houses, especially the older buildings, is bad. The amount of money estimated to be required immediately to perfect the sanitary condition of our school-houses is $100,000. It also appears from this report that the city is now paying in the

neighborhood of $20,000 per year for hired rooms for the accommodation of upwards of 2,000 children. These rooms are in buildings which were not constructed for schools, and are consequently wanting in the proper sanitary arrangements and ventilation. They are improperly lighted and heated, and in general are not adapted for school purposes. Whenever one of these buildings is taken a large outlay of money is required to put it into even passable condition for the use of the pupils. It would appear, therefore, that the city of Boston is paying in the way of rent for hired buildings for schools a sum of money which would nearly, if not quite, equal the interest on $500,000 at 4 per cent. per annum.

If the figures and facts given in this report are to be relied upon (and we may assume that they are, because the committee making this report are in a position to know the facts), it will be impossible for the City Council to provide from the tax levy or from loans within the debt limit so large an amount of money in the next few years for this purpose, taking into consideration the many other requirements upon our finances. It appears to have been the judgment of the last City Council that money for this purpose be borrowed outside the debt limit, and an order was passed requesting the Mayor to

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petition the Legislature for that authority. The City Council might well consider also the source from which to derive the means to maintain these schools (even when built) up to the proper standard of efficiency as regards teachers, attendants, repairs, and supplies, while the calls upon our limited means are so great from the many other departments.

HOUSE OF CORRECTION.

The demand for a new House of Correction for Suffolk County is imperative, and presents another problem for solution. The resources of the city must be further taxed to supply this demand. I sincerely hope that the necessary funds will be provided to erect a prison that will be a credit to the city; a prison constructed upon the most approved plans for the scientific and humane treatment of its inmates.

POLICE.

The park police should be placed under control of the Board of Police, so that the entire police force may be under one head, thus concentrating responsibility and avoiding any conflict of authority. This change would not increase the number of men patrolling the different districts, but the officers

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serving as park police could perform duty in case of emergency outside the park limits, which under the present arrangement they cannot do. In effecting this change, the men who are now serving as police officers under the Park Department should be transferred without being required to undergo examination. The Police Department is very much in need of more commodious headquarters for the transaction of its business. The building used for headquarters in Pemberton square was formerly a dwelling-house, and in the number and size of the rooms is inadequate to the demands of the department. I am informed that 103 officers, clerks, and other employees are now accommodated at headquarters, and that the average number of visitors to headquarters per day is between 700 and 1,000. I commend this subject to your consideration.

COMMISSION ON FINANCES.

In view of the financial condition of the city, and the fact that the amount of money received annually by way of taxes on the increase in valuation is not equal to the annual increase in expenditures, I recommend that authority be given to the Mayor to appoint, subject to confirmation by the Board of Aldermen, a paid commission of three citizens of Boston to examine into the finances of the city, to report their

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findings in writing within three months of the date of their appointment; to recommend what changes, if any, are necessary in the laws governing the sinking-funds, in the laws governing taxation, in the laws governing the loan power of the city, and in the general financial methods of the city. The term of office of said commissioners should expire when their report is presented to the Mayor. The expense necessary for the salaries of the commissioners and for the prosecution of their work should be charged to the appropriation for incidental expenses of the City Council. The salaries and amounts allowed for expenses of the commission should be determined by the Mayor.

BOARD OF ELECTION.

The election machinery of this city is controlled by the Mayor, the Board of Aldermen, the City Clerk, the Registrars of Voters, and the Superintendent of Public Buildings. The details, however, are in charge of the City Clerk and the Registrars of Voters.

To determine contested nominations the City Solicitor is also joined with the City Clerk and the Registrars of Voters. The machinery is, in my opinion, too cumbersome, the responsibility too much divided, and the expense greater than is necessary. The City Clerk, on whose office the greater part of the work falls, has without this enough to do to at-

tend to the routine duties of his office, which is the record office of the city. Additional duties, entailed by the Australian ballot law and the Caucus Act, greatly interfere with and retard the routine work of the office, to the disadvantage of every person having business there, and at certain seasons of the year place upon the City Clerk and his assistant a responsibility greater than they should be called upon to bear. I think every other great city in the country has a Board of Election which has charge of the whole election machinery.

I believe that the city of Boston should have a Board of Election, consisting of four commissioners, selected two from each of the great political parties, appointed by the Mayor for a term of five years, and subject to removal only for cause by the Mayor, with the approval of the Civil Service Commissioners. Said board should have and exercise all the powers and duties conferred by law upon the Mayor, Board of Aldermen, City Clerk, and Registrars of Voters relating to the preparation of ballots, the care of ballot-boxes, the registration of voters, the recounting of ballots, and determining results, and all other matters relating to elections in the city, and also the duties of the Registrars of Voters in the preparation of the jury list.

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Experience has shown that the Caucus Act needs further amending, and when amended all the duties now imposed upon the City Clerk or other city officers by said act should be performed by the Board of Election.

Some provisions should be made that, in the determination of contested nominations and other matters where the board is divided equally in its decision, a justice of some court should be joined to the board to cast the deciding vote. The enactment of a law establishing a Board of Election must of necessity abolish the Board of Registrars of Voters.

This matter of a Board of Election I believe to be one of the changes most needed in our system of government, and one which will meet with the approval of every person who has given the matter any thought, or who from experience knows of the difficulties which arise under the present system.

WATER.

Under the present ordinances of the city the Boston Water Board has charge of the Water-Supply Department only, while another department is maintained for the purpose of assessing rates, making contracts for the use of water, receiving applications, examining water-fixtures, and supervising the use of

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water. This second department is known as the Water-Income Department, and is under the charge of the Water Registrar. I do not approve of this arrangement. The expense is too great and responsibility is divided. I recommend that the Water-Income Department be abolished, and that all the powers and duties of the Water Registrar be given to the Water Board or its successor.

This consolidation of the two water departments into one will save expense, concentrate responsibility, and increase efficiency. In 1875 the City Council was authorized to unite the Cochituate and Mystic Water Boards, and in March, 1876, an ordinance to establish the Boston Water Board was passed. The Water-Income Department was created by ordinance. It will be seen, therefore, that the very desirable and economical change here recommended can be made by ordinance. I commend the matter to your careful consideration.

ENGINEERING AND SURVEYING DEPARTMENTS.

The departments of the city can be still further consolidated by joining under the control of the City Engineer, the Engineering and Surveying Departments. Both departments employ men skilled in the same profession, and there seems to be no necessity for maintaining two separate and dis-

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tinct organizations. I believe this consolidation should be made in the interest of economy, and I recommend it for your consideration.

CITY ARCHITECT DEPARTMENT.

I recommend that the Architect Department be abolished. The city of Boston, unlike some of the other great cities of the country, has no "board of public works," upon whom falls the responsibility for the construction of all its buildings. On the contrary, its affairs are managed by departments. Each department should transact all its business, and if appropriations are made for new buildings for any department, that department should employ an architect to draw the necessary plans and supervise the work, and should be responsible for the result.

I believe that competition among architects would result in the city's obtaining the services of the best men in this profession, that the style and character of our public buildings would be improved, and that on the whole the work would be performed more expeditiously and at less expense.

I wish it distinctly understood that in making this recommendation I do not reflect on the present City Architect, nor on any of his predecessors in the office. In fact, I think the present incumbent of the office agrees with the recommendation. The

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salary paid the City Architect, $3,500, is not, in my judgment, sufficient to command what should be the exclusive services of the best talent, while the buildings erected by the city are among the most expensive and noticeable. That we have in the past secured temporarily men of high standing in the profession is no guaranty that we shall be so fortunate in the future.

The frequent changes in the office have often made it necessary for an incoming architect to complete the unfinished work of his predecessor in office, and where faults in construction and excessive cost have resulted it has been difficult to place the responsibility.

COMMISSIONS.

I believe that those departments now under the charge of three-headed commissions can be better and more economically managed by one man. In every commission of three persons there is danger that some one mind stronger than the others will govern, and yet the responsibility is so divided that it is impossible to hold one of the three responsible for the acts of the whole number. This sentiment was expressed in my letter of acceptance, and I have seen no reason to change my mind. I therefore recommend that the Board of Fire Commissioners, the Board of Commissioners of Public

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Institutions, and the Boston Water Board be abolished, and that these departments be intrusted to single, responsible heads, with salaries sufficient to command the services of the best men.

Many of these changes will require action by the Legislature, while some can be effected by ordinance. I shall shortly transmit to the City Council ordinances to effect the results which can be effected by ordinances, if, on consultation with the Law Department, we shall find that to be the better course. I shall present to the Legislature such bills as, on consultation with that department, we shall deem best.

RAPID TRANSIT.

The importance of the rapid-transit problem becomes more and more apparent, and the demand for its solution more imperative each year. Yet there is danger that this pressure may be too importunate. It is better that the right result should be attained within a reasonable time, than that there should be undue haste and costly mistakes. A study of the work and plans of the Boston Transit Commission convinces me that the confidence of the State and city in the ability and judgment of its members has not been misplaced. They are to be commended for the care and deliberation with which they have acted. Their decision not to begin actual

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constructive work until they have carefully considered the many details of this problem and determined the cost and probable advantages of the subway which they are authorized to build, gives additional strength to their conclusions. The citizens of Boston will receive with great satisfaction the statement of the Transit Commission now for the first time made public, that the revised estimates of their engineers show that the building of the subway, according to their present plans, will not seriously disturb traffic, and that the contemplated subways from the junction of Shawmut avenue and Tremont street, and from the vicinity of Park square to Causeway street, can be built within the limit of the appropriation specified in the act of the Legislature.

CHARLESTOWN BRIDGE.

One of the pressing needs of Charlestown ought soon to be satisfied. The broad and substantial bridge which is to be built over the Charles river, under the direction of the Transit Commission, and for which appropriations have now been made, will add materially to the speed and convenience of travel between Charlestown and the city proper. The plan now practically settled upon by the commission contemplates building this bridge sufficiently high to pass over the Fitchburg Rail-

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road tracks on the Charlestown side, and to allow the free passage underneath the bridge of barges and other mastless craft. It will be a distinct public gain to thus enable all the street cars, light vehicles, and eighty thousand people daily crossing the river at this point to avoid this dangerous grade crossing.

DIVISION OF WARDS.

One of the most important duties to be performed by the City Council during the present year is the new division of the city into wards. The law requires that the boundaries of the wards shall be so arranged that the wards shall contain, as nearly as can be ascertained, and as nearly as may be consistent with well-defined limits to each ward, equal numbers of legal voters. I believe that this important and necessary work will be approached with a spirit of fairness and a desire to do that which will be for the best interests of all our citizens, and without thought of gaining party advantages by the changes. This duty must be completed before May 1, and as the subject will require much study and thought, the work should be commenced at once.

The appended table may prove serviceable to the committee having the matter in charge.

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The questions which we must meet and pass upon during the year are not political but business questions. Let us approach them in a spirit of fairness and with a desire to do only that which will be of the greatest advantage to the city we love so well.

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REGISTERED VOTERS—CITY ELECTION.

Wards.	1876.	1894.	Gain.	Loss.	Per Cent.	
					Gain.	Loss.
1	2,135	4,345	2,210	. . .	103	
2	1,942	3,195	1,253	. . .	64	
3	2,022	3,049	1,027	. . .	50	
4	1,884	2,816	932	. . .	49	
5	2,024	2,740	716	. . .	35	
6	2,112	2,092	. . . .	20	. .	.00$\frac{13}{13}$
7	1,791	1,560	. . . .	231	. .	.12
8	1,685	2,169	484	. . .	28	
9	1,923	2,285	362	. . .	18	
10	1,669	1,541	. . . .	128	. .	.07
11	2,152	4,862	2,710	. . .	125	
12	1,894	1,813	. . . .	81	. .	.04
13	1,861	3,244	1,383	. . .	74	
14	2,278	5,254	2,976	. . .	130	
15	1,757	3,545	1,788	. . .	101	
16	1,634	2,441	807	. . .	49	
17	2,111	3,062	951	. . .	45	
18	2,259	3,081	822	. . .	36	
19	1,962	3,923	1,961	. . .	100	
20	2,110	5,648	3,538	. . .	167	
21	2,098	5,611	3,513	. . .	167	
22	1,208	4,000	2,792	. . .	231	
23	2,323	5,947	3,624	. . .	156	
24	2,596	7,625	5,029	. . .	193	
25	1,232	3,050	1,818	. . .	147	
Total 25 . . .	48,662	88,898	40,633	460		
Average . . .	1,946	3,556				

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REGISTERED VOTERS — CITY ELECTION.

SUMMARY.

	1876.	1894.	Gain.	Loss.	Per Cent.	
					Gain.	Loss.
City Proper . .	19,230	24,906	5,676	. . .	29	
Roxbury . . .	7,378	19,182	11,804	. . .	160	
South Boston .	5,896	12,043	6,147	. . .	104	
East Boston . .	4,077	7,540	3,463	. . .	85	
Dorchester . .	2,596	7,625	5,029	. . .	193	
West Roxbury .	2,323	5,947	3,624	. . .	156	
Brighton . . .	1,232	3,050	1,818	. . .	147	
Charlestown . .	5,930	8,605	2,675	. . .	45	
	48,662	88,898	40,236	. . .	85	

Wards 6, 7, 8, 9, 10, 11, 12, 16, 17, 18 . . . . City Proper.
" 19, 20, 21, 22 . . . . . Roxbury.
" 13, 14, 15 . . . . . South Boston.
" 1, 2 . . . . . East Boston.
" 24 . . . . . Dorchester.
" 23 . . . . . West Roxbury.
" 25 . . . . . Brighton.
" 3, 4, 5 . . . . . Charlestown.

Mass. Doc. 13.25.80

[Document 1 — 1896.]

INAUGURAL ADDRESS

OF

JOSIAH QUINCY,

MAYOR OF BOSTON,

TO

THE CITY COUNCIL,

JANUARY 6, 1896.

BOSTON:
Rockwell and Churchill, City Printers.
1896.

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OCT 15 18

Dr. S. A. Green

CITY OF BOSTON.

In Board of Aldermen,
January 6, 1896.

Ordered, That His Honor the Mayor be requested to furnish the City Council with a copy of his Inaugural Address, for publication.

Passed. Sent down for concurrence.

In Common Council, January 6, 1896.

Concurred.

A true copy.

Attest:

John T. Priest,
Assistant City Clerk.

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ADDRESS.

Gentlemen of the City Council:

Assuming the office of Mayor without previous experience in connection with the municipal government of Boston, and without any intimate knowledge of the workings of the administrative machinery of the city, I shall only undertake in making my inaugural address to deal with some subjects of general interest, about which I have definite views.

Entertaining a deep appreciation of the important and responsible duties devolving on the Mayor under the present city charter, and of the honor conferred by the citizens of Boston upon the man whom they select to exercise this important public trust, it will be my endeavor to perform these duties with care and firmness. It is a high privilege for any man to be the chief public servant of half a million people, and to have the opportunity of public usefulness which accompanies the powers pertaining to such service. Having, possibly, a greater reason, even if it be sentimental,

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than any other citizen of Boston for appreciating the honor of succeeding the long line of distinguished men who have occupied the office which I assume to-day, I have every incentive to endeavor to win an honorable place among them.

Our citizens have the right to expect that the extension of the term of the Mayor to two years will result in greater independence in the exercise of his powers. In a two-year term of office a Mayor can make a sufficient public record to enable him to retire with credit, without standing for reëlection, and he may therefore fairly be expected to perform his duties with less reference to a reëlection than has heretofore been possible.

COÖPERATION WITH THE MAYOR.

It will be my desire to promote, by every means within my power, the interest of the citizens at large in their municipal government, and to invite their coöperation, in every practicable manner, in its administration and in the consideration of municipal problems. The numerous organizations among our people, formed for various purposes, ought to play an important part in the work of keeping the citizen in touch with the city government, and arousing him to a sense of his vital interest in its work. It will be my purpose to welcome the coöperation of all organizations, of whatever

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character or membership, which are prepared to approach municipal questions in a public spirit.

In some foreign countries organizations of wage-earners take a constant, active, and intelligent interest in municipal questions, and some of their members occupy important positions and render useful services in connection with city governments. It seems to me that similar coöperation may well be encouraged, to a greater extent than it has been in the past, in our American municipalities, and I shall endeavor to promote this object. The wage-earners of the community furnish a large proportion of the scholars in our public schools, and should take a more active interest in their management, and I trust that the candidacy of a representative of this large class of our citizens for the School Committee at the recent election indicates a movement in this direction.

While the views of any individual citizens or organizations can only be given such weight as they may be entitled to upon their merits, due regard being given to the intelligence which they express, I shall deem it my duty as Mayor of the city to give as much consideration and attention to any well-considered views or plans presented by organizations of wage-earners as to those presented by any other body of citizens.

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MERCHANTS' MUNICIPAL COMMITTEE.

In accepting the nomination for the office of Mayor, I expressed the opinion that the most important and pressing questions which now concern the citizens of Boston relate to the further development of the city as a centre of productive industry, — of foreign commerce, domestic trade, and local manufacturing and mechanical production, — and that the attempt to secure a correct understanding of problems of such complexity and magnitude, and to take practical municipal action to meet them, called for the coöperation of our most broad-minded and successful business men. I further stated my purpose to invite the important business organizations of the city to choose a joint representative committee, whose advice and counsel should be available to the Mayor, and, through him, to the City Council, the Legislature, and the public, on business questions generally, and especially those relating to commerce, transportation, manufactures, and taxation.

In pursuance of the plan thus suggested, and with the object of establishing a strong and permanent connecting link between the city government and the leading business organizations of the city, I have already addressed communications to the Associated Board of Trade, the Boston Chamber of Commerce, the Boston Clearing House

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Association, the Boston Merchants' Association, the New England Shoe and Leather Association, and the Real Estate Exchange, inviting these bodies to appoint delegates to a committee of seven members, which I propose to designate as the Merchants' Municipal Committee.

I have selected these organizations after consultation with representative business men, believing that each of them is of such a character as to entitle it to representation upon such a committee, and that, taken in the aggregate, they represent the organized business men of the city. A small committee of seven members has been fixed upon in the belief that it will prove a more efficient working organization than a larger body. While the Committee may report directly upon questions of minor importance, it is contemplated that questions of more general interest will be submitted to the organizations represented in its membership, so that, when any proposition submitted has been considered by such organizations and favorably acted upon by them, it will have the strength of the business men of Boston behind it. I have already received sufficient informal assurances of coöperation on the part of the officers of nearly all of the above-named organizations to make me feel confident that the Committee will be organized, on substantially the representative

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basis above outlined, at an early date. The business for the consideration of this Committee will be submitted to it from time to time in official communications from the Mayor. I shall at once ask its consideration of the subject of the proposed constitutional limitation of the indebtedness of cities, and also of the subject of securing such changes in the tax system of the Commonwealth as are necessary for promoting the industrial development of the city of Boston. While it will only be within my power to give to this Committee a semi-official standing, by calling upon it to advise the Mayor in the exercise of certain broad functions of his office, chiefly pertaining to new legislation and outside of his routine executive duties, I trust that its value as an auxiliary to the regular machinery of the city government may be recognized by the City Council and by the Legislature.

Whatever may be thought of any plan looking to the closer union of the adjacent towns and cities with the city of Boston for certain common purposes, it will generally be conceded that those who have their business interests in Boston, while residing in its suburbs, have the same interest as our own citizens in everything that pertains to the business development and industrial expansion of the city, and that in the consideration of such questions we can enlist their interest with profit to ourselves. As member-

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ship in the above-mentioned organizations is based upon a business connection with the city of Boston, and not upon residence within its limits, the Committee will act as a direct means of giving our non-resident business men an influence in the consideration of broad municipal questions.

TAXATION.

While our system of taxation is fixed by State legislation, the city of Boston should exert its influence in every proper way to secure such amendments to the tax laws as will bring them more into harmony with the needs of a large commercial centre, brought into daily competition with cities in which taxation is levied in a manner far less burdensome to business enterprise.

The Governor of the Commonwealth, in his recent inaugural address, has recognized the evils of our present tax system, and has forcibly pointed out its injurious influence upon the industrial development of the State. "Our laws," he says, "seem to bear oppressively on our business and industrial enterprises, which should be especially fostered and encouraged as the source from which most of our citizens derive their livelihood." He further points out that "experience has shown that there is no force more potent in bringing industrial development than wise and liberal laws of taxation." These words

have a very direct and important application to the city of Boston, and in such application I desire to give them my hearty endorsement. The city government of Boston and the representatives of the city in the Legislature can in no way more effectively promote the development of the trade and the manufacturing and mechanical industries of Boston than by using every endeavor to secure more liberal tax laws, and thereby enable our people to meet the competition of their commercial and industrial rivals in other States. As soon as the Merchants' Municipal Committee, above referred to, is organized, I shall invite it to take up the subject of securing such needed changes in our tax laws, and I trust that the influence of the Governor of the Commonwealth, of the Speaker of the House of Representatives, — who, in reassuming that position, expressed views similar to those of the Governor, — of the Mayor of the city of Boston, and of the business organizations of the city, supplemented, as I trust may be the case, by the City Council, may be effectively united upon some practical and comprehensive plan, which will secure general support.

While I shall be ready to coöperate in any movement which may tend to mitigate the evils caused by our present unscientific and defective system, I desire to express my personal conviction that in order to accomplish any far-reaching

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benefits, false theories of taxation must be absolutely abandoned. I believe that a large majority of the business men of Boston are now ready to support a movement to place upon real estate all taxes other than those levied upon the franchises of quasi-public corporations, and upon the estates of deceased persons, and that the real-estate interests would support the same policy. Taxation levied upon real estate distributes itself through the community at least as equitably as it can be distributed under any system, while it has the great advantages of perfect simplicity, impossibility of evasion, and absolute freedom for business development.

The wage-earners, who constitute such a large majority of our population, have every interest in favoring a system which would result in greatly stimulating enterprise, and enlarging the field for the profitable employment of labor in this city. That such a system of taxation is best adapted to the wants of a community such as ours is not only supported by theoretical reasoning, but demonstrated by the practical experience of such great commercial and industrial cities as New York and Philadelphia. The importance of the object is so great, that, if the union of the necessary forces can be effected, even the necessity of securing an amendment to the Constitution should not be

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allowed to stand in the way of making the effort. Such a movement should be based, not upon an effort to protect some of our citizens from double taxation, but simply upon the broad ground that a system of taxation laying the burden only upon property which cannot move away will prove a benefit to all classes in the community, give an absolutely free field for business expansion, and, most of all, help those who are dependent for their livelihood upon commercial, mechanical, and other industrial development.

RAILROAD PROBLEMS.

The recent acquirement by the New York, New Haven, & Hartford Railroad Company, lessee of the Old Colony and Boston & Providence railroad systems, of the control of the New England Railroad, brings up for immediate consideration the pressing question of the readjustment of freight and passenger terminals on the south side of the city. The business interests of Boston, in my opinion, would be as greatly benefited by some such union of terminals and concentration of freight and passenger business on the part of the four railroads entering the city on the south side, as by that which has already taken place, with such beneficial results, on the part of the railroads entering the city from the north side. It is of great importance, and

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entirely practicable, that the freight business of the three above-named railroads, now under a common management, should, at an early date, be concentrated at a single point, easily accessible from the business section of the city, and with ample room for terminal facilities, not only for the present but for the future.

The present freight yards of the New England Railroad Company at South Boston seem to me to fulfil these requirements better than any other available locality, and I believe that it would be of great advantage to our commercial interests to have the freight which is now always crowded, and often delayed, at the present freight stations of the Old Colony and Boston & Providence Railroads, handled at the South Boston terminals.

Such a transfer of freight business would considerably relieve the congestion of the crowded streets through which the trucking to and from these stations is now mainly conducted. Plans have already been made for the track connections necessary to bring about this result. But in the opinion of the management of these railroads it is necessary, in order to enable this concentration of freight at the South Boston yards to be carried out, that present grade crossings over the tracks of the New England Railroad at South Boston should be abolished, and that future grade crossings over these

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tracks should be prohibited by law. If the New England Railroad Company uses the Old Colony station, or a new union station, the tracks and terminals west of A street can be discontinued, and there will be only two existing grade crossings to abolish, namely, those on Congress street and on West First street. Aside from its connection with the freight terminals already mentioned, the abolition of the grade crossing on Congress street, and the completion of this street, or of a new street parallel to it, as a thoroughfare for travel, would be a great benefit to a large section of South Boston by reducing its transit distance from the business centre. If the abolition of this grade crossing will make it possible to realize the great advantages of securing a concentration of the freight business above-mentioned at South Boston, in addition to its other advantages above referred to, I should be decidedly in favor of it, if the work can be done at a reasonable expense to the city. I also believe that the city should give its assent to such proper legislation as might be found necessary to protect these terminals from having streets laid out at any future time to cross them at grade.

While a transfer of the freight business from the Old Colony and Providence stations would afford much needed relief to the present congestion of passenger business at both of these terminals, a new

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union passenger station, for the use of at least the Old Colony and New England Railroads, is a necessity of the immediate future.

I believe that in accordance with the findings of the Rapid Transit Commission of 1891 it will ultimately be found desirable to concentrate all of the passenger traffic upon the south side of the city in one union station, to be located upon or near the sites of the present Old Colony and Boston & Albany stations on Kneeland street. It seems to me worthy of serious consideration whether it will not be advisable for the city government to take advantage of the present new conditions of railroad management by endeavoring to secure, if possible, the passage of compulsory legislation to effect this great improvement. The magnitude of the interests involved, and the need of action upon a comprehensive plan, may be appreciated from the fact that 584 trains a day now pass in or out of the four passenger stations on the south side of the city, carrying 80,000 people on an average, while on the north side of the city there are only 540 trains a day entering or leaving the Union station which has already been provided.

Most of the grade crossings within the city limits have already been abolished. The early abolition of the grade crossing on Dorchester avenue over the Old Colony Railroad tracks is very desirable, and I

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shall press action on the part of the city to attain this object as soon as possible. The management of this railroad is desirous of carrying out this important improvement upon any plan which seems to it to be practicable and not to involve unreasonable expense. The plans thus far prepared have not proved mutually satisfactory to the city and to the railroad company, but I trust that some plan may shortly be perfected and agreed upon which may enable this work to be carried out by voluntary coöperation between them. The grade crossings in the Charlestown district are in a fair way of being soon discontinued, and I am informed that the railroads are working vigorously to that end in harmony with the officials of the city. I am in cordial sympathy with the earnest desire of the citizens of this district that these grade crossings be speedily removed, and I shall endeavor to accomplish this object as soon as possible, so far as the action of the city government can be instrumental in effecting it. The question of securing the abolition of grade crossings in the East Boston district is more difficult, but the recent action of the Board of Aldermen in petitioning therefor has led to an energetic attempt to solve the problem, and if the citizens of this district can agree upon a proper plan I shall be glad to give it my active support. The remaining grade crossings on the

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lines of the Old Colony and the New England Railroads should be discontinued as rapidly as financial considerations will permit, and the recent union of management between the New England and the New York, New Haven, & Hartford Railroads should facilitate the accomplishment of this desirable result.

ELECTION OF ALDERMEN.

The problem of devising a better system for the election of aldermen, and securing its adoption by the Legislature, is one which should receive our earnest attention. Within recent years we have tried successively election by districts, election at large by plurality vote, and the present system of election at large by restricted vote, insuring minority representation. I believe that in the general opinion of our citizens, and certainly in my own, the present system is decidedly the worst of the three, owing to the fact that it makes a nomination by either of the two leading political parties absolutely insure an election so far as five out of the seven candidates whom it has been customary to nominate are concerned.

If the minority representation feature of the present law is to be maintained, I think that some advantage at least would be gained by requiring any political party which placed a ticket

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in the field to nominate a full ticket of twelve candidates. I doubt, however, whether the present system would produce results satisfactory to the citizens generally, or to the members of either of the leading political parties, even with this amendment. I believe that we should either return to the system of election at large by simple plurality vote, thus securing at least the benefits of undivided party responsibility, or else make at least a trial of some system of proportional representation. While much can be said for the latter system from the standpoint of political theory, I think it decidedly questionable whether it would work satisfactorily in practice, and whether it would not result in establishing the representation of classes, and in substituting for a somewhat coherent majority, — upon which some responsibility for the enactment of necessary municipal legislation can be placed, — a number of small groups or individuals, representing so many constituencies, of such a varying character, that it would be extremely difficult to secure harmony of action or proper responsibility for legislation. Proportional representation might also open the door for even more log-rolling and trading than takes place under the present system, and increase the friction between the executive and legislative branches of the city government. But whether it is better to return to the simple

plurality system, or to try the experiment of proportional representation, it seems to me that it would be advisable to elect the members of the board for a term of at least two years, half of their number going out of office each year. We should thus reduce the excessive number of candidates, which now tends to the confusion of the voter and prevents due weight from being given to the qualifications of individual candidates.

FINANCES.

The total appropriations for the current expenses of the city for the fiscal year ending January 31, 1896, amounted to $14,013,043. The actual current expenditures of the city to January 1, 1896, plus the additional expenditures through January 31, 1896, as estimated by the City Auditor, amount to the sum of $14,326,544, making an estimated excess of expenditures over appropriations for the year 1895–96 of $313,501; this amount the City Auditor estimates will be provided by the surplus income of the city in excess of the estimates of general revenue upon which the annual appropriation order for the current fiscal year was based. The total department estimates for current expenditures for the fiscal year beginning February 1, 1896, as received by the City Auditor, amount to the sum of $15,449,260, or an excess of $1,436,217 over

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the appropriations for the current fiscal year, and an excess of $1,122,716 over the actual and estimated current expenditures for this year. Among these estimated increases over the expenditures of the present fiscal year are the following:

Police	$261,196
Lamps	206,648
Schools	156,472
Elections	116,356
Hospital	81,725
Institutions	25,500
Or a total of	$847,897

in these six departments alone.

I have not included in these estimates the sum of $440,000 requested by the School Committee for the purpose of providing proper sanitary and ventilating appliances, fire-escapes, etc., in existing school-houses, as I believe that this sum, or such portion of it as may be found to be necessary, may properly be provided by loan.

To meet these demands for increased appropriations, the increase in the resources of the city from the proceeds of the $9 tax, as limited by law, amounts, according to the figures of the City Auditor, to only $232,000. According to the estimates of the general revenue of the city made up by the City

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Auditor, it seems probable that this will not exceed the general revenue for the current fiscal year, while it may fall below it. The problem which will therefore confront the city government in making the appropriations for the fiscal year 1896–97 will be that of reducing the above-mentioned additional demands upon the city treasury for $1,122,716, to the sum of about $232,000.

It must be borne in mind that even then no provision is made for any excess of expenditures over appropriations, while such excess will amount during the present fiscal year, as above stated, to $313,501, and past experience shows that it is extremely difficult, if not impossible, to avoid some excess of expenditures over appropriations. In fact, there is some reason to believe that even the above statement represents the financial position of the city in too favorable a light. It is obvious from this brief and general statement that there must be rigid economy in the current expenditures of the city, and that the Mayor and the City Council, in making up the annual appropriation order, will have an unusually difficult task before them.

While I shall not undertake at the present time to anticipate the specific recommendations with regard to appropriations for the coming fiscal year which I shall later transmit to the City Council, I think it proper at the present time to call your attention to

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one question in connection with the largest increase requested by any department, namely, that for the Board of Police, which it seems to me should receive the early and earnest consideration of the City Council.

It will be noticed that the increased appropriation requested for this department, amounting to $261,196, considerably more than exhausts the total estimated increase in the net income of the city available for current expenditures for the coming fiscal year, and represents an increase of 18 per cent. over the appropriations for this department for the current fiscal year. While it is true that a comparatively small part of this increase is attributable to the transfer of the park police to this department, it represents, in my opinion, an unwarrantable addition to the expenses of a single department in one year, when considered from the standpoint of the general financial position of the city.

In dealing with the estimate of the Police Department, the City Council may find itself seriously embarrassed by the provision of chapter 323 of the Acts of 1895, which gives this board the unique power of issuing its requisitions upon the city treasury, without reference to the appropriations made by the City Council. While I desire to avoid raising an issue at the present time over the question of the justice or advisability of the system of State control of the

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Police Department which has been established for this city, but on the contrary am disposed to recognize the existence of that system as an accepted fact which under present conditions there is no possibility of changing, it seems to me necessary that the city government of Boston should ask the Legislature to restrict in some manner the above-mentioned authority of the Board of Police, and at least to limit to some reasonable percentage, corresponding with the growth of the financial resources of the city, the right of this board to increase from year to year its requisitions upon the city treasury.

While I shall try to come to some understanding with this board in regard to the increase requested by them, and to induce them to recognize the fact that the state of the finances of the city prohibits such a large increase in any one department, it must nevertheless be recognized that, by adhering to its estimate, this board has the power under the present law to cause great embarrassment to the city treasury during the coming year, and to render impossible urgently demanded increases of expenditure in other departments of the city government.

The existence of authority of this character is entirely inconsistent with the idea of placing upon the Mayor, as intended by the city charter, the entire responsibility for regulating the general finances of

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the city, and keeping its expenditures within the limit prescribed by the State laws, without injurious curtailment of the work of any department. I recommend that the City Council petition the Legislature for such a reasonable amendment of the above-mentioned provision of law as, while not inconsistent with the general purposes of the act establishing the Board of Police, will serve to afford proper and necessary protection to the city treasury.

In this connection I think it proper to call attention to the fact that $140,000 of the estimated increase in the Lamp Department, and $100,000 of the estimated increase in the Elections Department, are called for in compliance with laws passed by the last Legislature, requiring respectively the insulation of poles upon which electric-light wires are carried, and a new registration of the voters of the city. It seems to me somewhat of a hardship that the city government should be embarrassed in its efforts to live within the tax limit by legislation, of at least doubtful necessity, which places upon it such a considerable additional burden without providing any additional resources out of which it may be met.

According to the statement of the Sinking-Funds Commissioners, the estimated amount which the city will be able to borrow during the present municipal

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year within the debt limit is $1,968,245. This sum is in addition to the sum of $500,000, which the School Committee was authorized, by chapter 408 of the Acts of 1895, to borrow during the present year within the debt limit, which is classed in the City Auditor's statement as a loan authorized but not negotiated. This sum should, in my opinion, be ample to provide for all the additional loans, not already authorized by law, which it is necessary or desirable that the city should incur during the coming year, unless possibly for some new undertaking which is expected to be self-supporting, or for the purpose of completing some work to which the city is already committed and which has been insufficiently provided for by loans outside the debt limit.

PUBLIC INSTITUTIONS.

One of the most important duties of the city administration is to secure the proper management of the numerous and important public institutions under its charge. Such management should be progressive, humane, and scientific, and, at the same time, as economical as possible, in view of the heavy financial burden which the support of these institutions imposes on the community. Fortunately experience proves that true economy is consistent with scientific humanity. It should constantly be kept in mind that the main object of every public

institution, whether charitable or penal, should be the improvement of its inmates, morally, mentally, and physically, in order that as large a proportion of them as possible may be returned to the community at large better fitted to meet the conditions of life. Even in penal institutions the idea that reformation and not punishment is the object should be constantly borne in mind.

The public institutions of the city naturally divide themselves into two great classes, — penal and charitable. Charitable institutions are further subdivided into almshouses and lunatic hospitals. Institutions for children may also be regarded as a class by themselves. The one most important principle pertaining to the management of public institutions, now generally accepted, is the scientific classification of inmates. The ideal would be to deal with each individual inmate, adapting the treatment to the needs of his particular case. While this ideal is not at present possible of attainment, it can at least be approached by such classification as will group together, in sufficiently small bodies, those who require about the same methods of treatment.

After giving considerable thought to the subject, and getting the views of many persons who have given close study to the subject for years, I believe that this principle can best be applied to the public institutions of the city by separating the lunatic

hospitals and the almshouses, — and possibly, also, the institutions for children not of a reformatory character, — from the penal and reformatory institutions, and placing the former under two, or three, separate boards of unpaid trustees, thus adopting a system which has been found to secure the best results in the public institutions of the State. I would not advocate, however, removing the penal institutions from the control of the single Commissioner of Public Institutions. While I do not desire to pass any judgment upon the administration of the present Commissioner of Public Institutions without larger knowledge of his work, to depreciate any improvement which may have been effected in these institutions, or to discourage any efforts to secure additional improvement under the present administrative machinery, I shall still deem it my duty to coöperate in any well-considered plan to secure legislation for effecting the above-mentioned separation of institutions into two or more classes.

The pressing necessity for the construction of a new building for the House of Correction of Suffolk county is generally admitted, and I shall join in an endeavor to secure the necessary legislation for this purpose. I am heartily in sympathy with the idea that in connection with the erection of a new building, the House of Correction should be

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given largely the character of a reformatory, rather than that of a purely correctional institution, and any future legislation should embody this view.

BUILDING OPERATIONS.

The subject of the building operations of the city is one which calls for immediate action by the Mayor. Under the provisions of the act of last year revising the city charter, the office of City Architect was abolished, and now when a new building is to be erected the head of that department of the city government for whose use it is intended selects the architect, and has charge of the construction; the selection of the architect and the adoption of plans is, however, made subject to the approval of the Mayor. Understanding that it was the intention of the Legislature to make this required approval not merely a formal administrative act, but an effective check upon the building operations of the city, and to place upon the Mayor the final responsibility of seeing that municipal architecture and construction is of a proper character and intrusted to proper hands, I shall endeavor to use this power for the accomplishment of these objects. A proper performance of the duty of approving plans requires the Mayor to have at his command expert professional advice, and it seems to me that this can best be provided by

engaging the services of some architect of recognized qualification, to be the regular professional adviser of the Mayor in all matters pertaining to building operations, and to be paid out of the contingent fund of the Mayor's office, or out of the appropriations for the various buildings. I shall accordingly designate such a consulting architect as soon as possible.

After an architect has been selected, and plans have been prepared, the responsibility for the making of the building contract and for the actual erection of the building rests, under the act above mentioned and other laws, upon the head of the department for the use of which the building is intended; and this means, under our charter, that the final responsibility rests upon the Mayor. The act further provides (in section 22 of chapter 449 of the Acts of 1895) that "any building not for the use of any department shall be built by such of the heads of departments or other officers appointed by the Mayor as the Mayor shall from time to time determine."

I am advised by the Corporation Counsel that the School Committee is not a "department" within the meaning of this provision, and that the actual building of new school-houses, including the making of the contracts therefor, therefore comes, not under the School Committee, but under such head of a

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department or other officer appointed by the Mayor as he may designate for the purpose. According to this construction, the specific provisions of chapter 408 of the Acts of 1885, giving the School Committee full charge of the building operations relating to schools, are modified by the provision of the subsequent act revising the city charter above referred to. I shall deem it my duty to exercise this power, and to designate a suitable officer to make future contracts for school buildings, as well as to see that the contracts already made for the school buildings now being erected are properly carried out.

SCHOOL SANITATION.

The subject of proper sanitary and ventilating arrangements in our public schools is one of great interest to large numbers of our citizens and of pressing public importance. While it seems to me unlikely that such a large sum as $440,000, requested by the School Committee for the purpose, is required at the present time to make proper provisions of this character in our present school buildings, and to conform to the requirements of State legislation, I believe that whatever expenditure may be found necessary for this purpose should be promptly provided for by means of a loan, — a part of which, it seems to me, may well be taken out of the $500,000 allowed to the School Committee,

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within the debt limit, for the erection of new school-houses during the present year, by securing such an amendment of chapter 408 of the Acts of 1895 as may be necessary for that purpose.

Whatever may be the necessity for the erection of new school-houses, I believe that the proper sanitary and ventilating arrangements in school-houses, now attended by such large numbers of pupils, is a matter of yet greater necessity, and should be first provided for. As this matter may involve such a large expense, it seems to me that the money therefor should not be appropriated merely upon the request of the School Committee, but that an independent enquiry should be made by the city government, through persons having technical knowledge and professional experience. I, therefore, propose to cause an immediate and thorough examination to be made by experts into the present condition of the school-houses, and a report to be made by them thereon, and upon the proper methods of ventilation and sanitation, with the probable cost of their adoption. Such an investigation seems to be a necessity in order to enable those responsible for the general finances of the city to act intelligently upon the matter. When such a report has been made, I shall, as before stated, coöperate in every way in my power with the School Committee in an endeavor to secure the speedy appropriation of the

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necessary money, and its application in a manner which will prove effectual in supplying the present deficiencies.

THE SUBWAY.

The work of the Boston Transit Commission is progressing satisfactorily and as rapidly as practicable. Whatever differences of opinion may exist among our citizens as to the superiority of the subway plan over others that have been proposed at various times, as a means of relieving the congestion of travel in the down-town district of the city, or as to the justification for the large expenditure which the subway calls for, I believe that under the direction of the present members of the Transit Commission this work is being planned with great care and intelligence, and that there is every reason to expect that whatever advantages it is possible to secure under this plan will be fully attained. It is gratifying to learn that the commission expects to have a portion of the subway now under construction in use as far as Park street by next fall.

There is every reason to believe that it will be possible for the Transit Commission, under the authority granted to it, to make such a contract for the use of the subway as will prevent the interest and sinking-fund requirements of the loans incurred for its construction from being any burden upon the general finances of the city.

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I trust that this question will be treated by the commission in a comprehensive manner, with a recognition of the fact that a contract with the West End Street Railway Company, giving it a fixed right to the use of the subway for a term of years, has an important practical bearing upon its rights in the streets. I am in hearty sympathy with the recommendation of the Governor in his recent inaugural, that cities and towns should be given authority to make contracts with street railway companies for the use of their streets; and I believe that the contract between the Transit Commission and this company for the use of the subway should either be of such a comprehensive nature that it will be acceptable to the city government, as establishing the basis of general contract relations between the city and this company, or else should be entered into contemporaneously with, and as a part of, a comprehensive contract between the city and this company, covering all of its locations and other rights.

The work of the Transit Commission in entering upon the construction of a new bridge to Charlestown has been unavoidably delayed through a variety of causes. It was found necessary to abandon the idea of a drawless bridge. After the passage of the law authorizing the widening of

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Charlestown street, near the close of the last legislative session, and in harmony with such law, the Transit Commission fixed the location for the new bridge, on the 30th of July last, just westerly of the present Charles-river bridge, so that Charlestown street, when widened, will be a direct approach to the bridge. After the preparation of the necessary plans, the license of the Harbor and Land Commissioners to build the bridge was granted at the end of the month of November, and the necessary approval of the Secretary of War was granted a month later. All necessary legal authority having now been obtained, the work of constructing this important improvement is in a position to be proceeded with as fast as possible.

THE STRANDWAY.

The city has already incurred an expense of over $350,000 for the purchase of land for the projected Strandway from the Marine park, South Boston, to Dorchester bay. The delay on the part of the city in beginning the construction of this important improvement has afforded, in my opinion, reasonable ground for disappointment and dissatisfaction on the part of the people of South Boston generally, and particularly of those who own land adjacent to the proposed Strandway, which cannot be developed or properly utilized

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while the shore land taken by the Park Commission is allowed to remain in its original condition.

The last city government provided a loan of $100,000 inside the debt limit for beginning work upon the Strandway. The Park Commissioners propose to begin construction at a point adjacent to the promenade pier and to continue it along the shore in a westerly direction from this point. I am informed by the Park Commissioners that an additional sum of $200,000 will complete the Strandway (except the final surface finishing, which cannot be done until the land has been allowed to settle for at least a year) as far as I street, thus affording nearly a mile of completed beach front. The Commissioners state that this sum is all which they can profitably expend during the coming year, and as this will go so far toward completing the Strandway as a local improvement, leaving only the important matter of connecting it with Dorchester to be subsequently provided for, I believe that the provision of this sum out of loans within the debt limit is all that is necessary for the present year, and I shall recommend such an appropriation.

Anticipating the completion of this connection, it seems to me that some legislation should be secured which will provide for the filling of the

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flats which will be left inside of the line of the projected parkway from the point where it leaves the South Boston shore line to the point where it joins the Dorchester shore. The expense of constructing this parkway would be greatly diminished if the filling could be done in conjunction with the owners of these flats.

PUBLIC BATHS.

The maintaining of public baths, open all the year, seems to me to be a project for encouraging social and sanitary improvement by municipal action which promises large returns for a comparatively small expenditure, and I am of opinion that the experiment of establishing such a public bath in a suitable locality should be tried. I shall recommend such an appropriation, to be provided for by loan.

BOARD OF ELECTIONS.

The establishment of a Board of Elections, and the vesting in this board of all of the powers and duties relating to caucuses and elections formerly divided among the City Clerk, the Registrars of Voters, the Superintendent of Public Buildings, the Ballot Law Commission, and the Board of Aldermen, has resulted in greater simplicity of machinery, and more responsible and effective administration. It is the opinion of the

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present members of the board that, upon a fair comparison of expenses, the present system will also show greater economy.

In this connection I desire to suggest that, as the regulation of caucuses by law has already been carried so far in this city, it is worthy of serious consideration whether the policy should not be further extended to its logical end: this would place party caucuses, both as to the appointment and payment of their officers, and as to the laws regulating the holding of caucuses, upon the same footing as elections. A considerable expense is now involved in the partial regulation of caucuses now in operation, and there seems to be much force in the argument that it would be wise to incur the additional expense necessary to make the regulation complete and effectual.

ADMINISTRATIVE IMPROVEMENT.

The considerable changes which have been effected during the last five years, by the action both of the State Legislature and of the City Council, in the organization, and in the powers and duties, of the executive branch of the city government, seem to me to make the duty of securing the most effective possible administration of more present importance than that of securing further organic changes. Progress toward the best possible munic-

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ipal government cannot always be best promoted by further changes in the scheme of administration. There is a limit to organic improvements. The city charter of Boston in its present form probably corresponds more nearly to the administrative principles generally accepted by those who have given the most careful thought and study to the problem of American municipal government than the charter of any other large city in the country. While there must always be a broad field for minor improvements in municipal machinery, the main principles which have been worked out and practically applied to the executive government of this city during the past ten years are generally recognized as sound and correct. The most important work of the immediate future is, therefore, that of securing efficient, honest, and economical administration under the existing provisions of the laws and ordinances, which at least make the attainment of this object more possible than it has been in the past. In the performance of this important duty, it will be my purpose not only to maintain, but to advance, the existing standard of capacity and efficiency among the officials and employés of the executive branch of the government. The citizens of Boston are entitled to a full and adequate return for the salaries and wages — more liberal, in many instances, than those given

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by private employers for similar services — paid to their municipal servants, and I shall try to see that such return is received.

While experience does not yet warrant the belief that it is possible in American municipal governments to obtain as large a return for money expended as is secured by private individuals and corporations, it will nevertheless be my constant endeavor to make such return as large as possible. So far as the purchase of supplies is concerned, the city ought to realize as favorable results as private corporations making purchases of the same magnitude and character.

In making appointments to office, I shall make every effort to secure higher qualifications for the service of the city.

Gentlemen of the City Council: I trust that our official relations during the coming year may be pleasant and satisfactory. In the discharge of the important duties intrusted to us by our fellow-citizens, may we be strengthened and supported by a constant sense of the Divine guidance.

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ADDRESS

OF

JOSIAH QUINCY,

MAYOR OF BOSTON,

TO

THE CITY COUNCIL,

JANUARY 4, 1897.

BOSTON:
Rockwell and Churchill, City Printers.
1897.

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OCT 13 189

CITY OF BOSTON.

IN BOARD OF ALDERMEN,
January 4, 1897.

Ordered, That His Honor the Mayor be requested to furnish for publication a copy of the address delivered by him this day before the City Council.

Passed. Sent down for concurrence.

PERLIE A. DYAR,
Chairman.

IN COMMON COUNCIL, January 7, 1897.

Concurred.

JOSEPH A. CONRY,
President.

A true copy.

Attest:

J. M. GALVIN,
City Clerk.

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ADDRESS.

Gentlemen of the City Council:

Notwithstanding the fact that, for the first time in the history of Boston, there is no inauguration of a mayor at the beginning of the municipal year, the usual executive address is doubtless expected. I can undertake to cover but a small portion of the extensive field of our municipal work, and that only in the most general manner. It has, however, seemed to me proper that, in the middle of a two-year term of office, I should refer, at somewhat greater length than has been customary, to some of the executive and legislative work of the last year, indicate some of the progress made, and present for your consideration various ideas and suggestions looking to future action.

FINANCIAL STATEMENTS.

The debt statement is as follows:

Gross debt December 31, 1895 .	$64,513,380 77
Gross debt December 31, 1896 .	69,480,840 48
Increase during the year . .	$4,967,459 71

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Net debt December 31, 1895 .		$39,465,039 55
Net debt December 31, 1896 .		43,727,721 47
Increase during the year . .		$4,262,681 92
Increase in sinking funds and other redemption funds during the year,		$704,777 79
Total amount of debt issued during 1896, both inside and outside of debt limit		$7,321,000 00
Funded debt paid during the year,		2,353,540 29
Increase in gross debt, as above .		$4,967,459 71
Loans inside the debt limit issued during the year 1896 . .		$3,096,000
Of this amount loans authorized in 1896 represented . .	$753,500	
Loans authorized prior to 1896 . . .	1,842,500	
Loans inside of debt limit for construction of new school-houses, under chap. 408 of 1895 . .	500,000	
		$3,096,000

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The loans outside the debt limit issued during 1896 were the following:

Subway and other rapid-transit purposes	$2,250,000
Blue Hill, Columbus, Huntington, and Commonwealth avenues	1,000,000
Laying out and construction of assessable streets	850,000
Improvement of Stony brook	100,000
Improved ferry facilities	25,000
Total	$4,225,000

The borrowing capacity of the city within the debt limit for the municipal year 1896 was $2,053,311. The loans authorized by the city council during the year exhausted the whole of this borrowing capacity except the sum of $11,311.

The loans authorized inside the debt limit were for the following purposes:

Street improvements, by wards, $25,000 for each ward, except $50,000 for ward 23	$650,000
Ventilation and sanitation improvements in school-houses	300,000
Sewers	179,500
New general registration of voters	100,000

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North End playground . . .	$100,000
Public bath-house	65,000
Commonwealth avenue, to continue construction	50,000
City hospital, new buildings and furnishing	45,000
City hospital, electric-light plant .	40,000
Widening and construction of streets .	39,300
Institutions department, new construction work	35,500
Improvements in city hall and old court house	27,000
Massachusetts Historical Society building, on account of purchase . .	25,000
New electrical construction work .	25,000
Tremont street, repaving south of Lenox street	25,000
West Roxbury playground . . .	20,000
New fire-boat	16,000
Fire department, salt-water pipe service,	15,000
Improvements at Mt. Hope cemetery .	10,000
Balance, for miscellaneous purposes, chiefly local street improvements .	274,700
Total	$2,042,000

The total loans outside of the debt limit authorized by the city council during 1896 were the following:

Laying out and construction of assessable streets, under chap. 323 of 1891	$500,000
Improved ferry facilities, under chap. 435 of 1895 . . .	500,000
Improvements in Stony brook, under chap. 530 of 1896 . .	500,000
Construction work on public parks, under chap. 453 of 1896	1,000,000
Total	$2,500,000

Total loans, inside and outside of debt limit, both authorized and issued during 1896, exclusive of loans for subway and assessable avenues and streets . . .	$878,500

The valuation of property upon which the debt and tax limits are based has increased $25,259,492 since last year. The borrowing capacity of the city for the coming year, however, will only be about $1,800,000, or about $250,000 less than last year.

Amount assessed under $9 tax limit for financial year 1895–6 . .	$8,123,212
Estimated general revenue . .	2,764,290

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Debt requirements	$3,231,959
County expenses exempt from tax limit	425,000
Total sum appropriated for the current expenses of the year . .	$14,544,461
making the tax rate on the thousand	$12 90
Amount which can be raised within the $9 tax limit for the financial year 1896–7	$8,350,547
Increase over financial year 1895–6.	$227,335

Of the loans of $7,321,000 issued during the year, three and a half and four per cent. bonds amounting to $5,750,000 were sold upon the open market; $1,507,300 four per cent. bonds were taken by the commissioners of sinking funds, and $63,700 four per cent. bonds were sold to various city trust funds. The number of different loans placed upon the market during the year was ten. The duty of placing the loans, vested in the city treasurer, subject to the approval of the mayor, is a most delicate and important one, calling for constant watchfulness and sound financial judgment. We may congratulate ourselves upon the fact that the credit of the

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city remained so good during the disturbed financial conditions of the last six months that the treasurer continued to market bonds, at only a slight decrease from former prices, during the period when other large cities abandoned the attempt to dispose of their securities.

I am happy to be able to state that it has recently been found possible to reduce the interest rate upon the twenty-year bonds of the city from four to three and a half per cent. A three and a half per cent. loan for the sum of $1,500,000 was sold at 101⅝ in the latter part of November. The last preceding three and a half per cent. loan — outside of the special rapid-transit loans for forty years — was issued early in 1890. The credit of the city of Boston stands deservedly high, and there is no reason, under the financial policy now pursued, why it should not remain so.

During the current financial year the money paid into the city treasury for licenses for the sale of intoxicating liquors, after deducting the one-quarter share payable to the commonwealth, has amounted to the sum of $1,082,994.75. The expenses of the police department for the financial year will amount to about $1,676,000; so that the receipts from licenses have met nearly two-thirds of the total cost of this department.

PUBLIC BATHS.

The contract for the bath-house on Dover street, the plans of which have recently been made public, will be awarded very shortly, and the work should be completed within the next six months. Partly in recognition of the interest which the representatives of the wage-earners of the city have manifested in the project, and of the support which they have given it, a clause has been inserted in this contract requiring that preference in employment upon the work shall be given to the members of trades unions. I informed the city council of 1896 that I should advocate the establishment of several other local bath-houses of a similar character during the present year, and I now desire to formally recommend a loan of $200,000 toward erecting baths in Charlestown, East Boston, the North End, South Boston, and Roxbury. While this sum may not be sufficient to provide proper baths for all five of these districts, it would go very far toward doing so, and they should all be included in any general plan.

During the past year the subject has been so thoroughly studied from every standpoint that action upon a comprehensive scale can now be safely taken, and if the city council acts promptly,

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Boston can, within the coming year, take a place in advance of any other American city in respect to public bathing facilities. I desire to express my acknowledgments of the careful and faithful work of the members of the advisory committee upon this subject, appointed by me early in the year.

While the needs of the different sections of the city in respect to shower-baths should be first met, I believe that one or more large swimming-baths, such as the town of Brookline has recently opened, should later be added. Some free instruction in swimming, particularly for the benefit of the scholars in our public schools, may well be furnished by the city. The public bathing-beach at the Marine park, South Boston, has been so largely used during the past year that the need of a greater number of bath-houses is already felt, and it is hoped that these can be provided before the opening of another season. I believe that the smallest possible charges should be made for the use of the facilities required for bathing on the open beach, in order that as large a number of the people as possible may enjoy this great privilege afforded by our water front.

In many of the cities of continental Europe baths have for some time been introduced in school-houses for the use of the scholars, with

such excellent results that they have become an established feature. The teaching of habits of personal cleanliness, which is thus made possible, should be no unimportant part of public instruction. It should be a source of satisfaction that the school committee has decided to try this experiment in a new school-house.

PLAYGROUNDS.

I know of no direction in which the expenditure of a few hundred thousand dollars will do more for this community, through the healthful development of its children and young people, than by the judicious provision of properly located and equipped playgrounds. So much public attention has been given in this and other cities to the advantages of extensive park areas, that the equally great need of comparatively small open spaces, particularly in thickly settled districts, for use as playgrounds, has been largely overlooked. The city and metropolitan park systems have provided Boston and its suburbs with one of the finest and most varied systems of rural and urban parks to be found anywhere in the world. But these large park areas are not designed, or only to a very slight extent, to afford opportunities for open-air games or athletic sports or contests. If one-twentieth of the sum which Boston has spent upon her magnificent park system

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could be devoted to the acquisition in proper localities, throughout the city, of numerous areas to serve as playgrounds, the investment would, in my opinion, bring in a still larger percentage of return, in the shape of healthful physical development and social well-being. I believe that every ward of the city should, as nearly as possible, be provided with some place where children can play, and where out-door sports and contests can, to some extent at least, be carried on. The city of Paris recognizes so fully the public importance of healthful out-door recreation that directors of sports are employed, to assist in organizing them. Boston may well adopt the same enlightened policy and become the first city in America in respect to public exercise and athletics.

A fair beginning in this direction has already been made during the past year. The lot of land owned by the city on M street, South Boston, containing about five acres, has been taken out of the hands of the street commissioners, and the work of levelling it off to a proper grade, for which the sum of five thousand dollars was secured, is already in progress. The question of how best to equip and utilize this ground has been considered at a public hearing in South Boston, plans are under way, and the matter is in shape

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for intelligent action. The park commissioners have recently taken a tract of about eighteen acres of marsh at Neponset, for which the sum of $15,000 was appropriated last year, also a desirable area of about eleven acres, chiefly low meadow land, known as Billings' field, in West Roxbury, for which the sum of $20,000 was appropriated in the last general loan order. While these two tracts are not at the present time in suitable condition for immediate use for playground purposes, they will be secured at such a moderate figure that even after the expense of filling has been met they will not be expensive, and if such filling is gradually done with city ashes its cost will be very slight. It is very desirable that such playgrounds should, if possible, be laid out so as ultimately to be bounded by a street on every side, and this has been secured in these two cases.

The acquisition of spaces of this character in our outlying districts is to some extent a wise and economical anticipation of the certain wants of the not far distant future; but there are other localities where the need of playground accommodations is already urgently felt. In built-up districts it is of course impossible to provide open areas of as great size, as the cost of acquiring land is considerable; yet these are the very districts

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where it is most important to make some provision of this character as soon as possible. In ward three, Charlestown, for instance, the want of some open space is keenly felt, and a petition representing the inconvenience and danger caused by the playing of children in the public streets, and asking for the purchase of a playground, has been extensively signed by taxpayers.

Ward sixteen is another district where there is great need of a playground, especially for use by young men as an athletic field. In this vicinity there is fortunately plenty of vacant low land which can be acquired and filled for a reasonable sum, and this should be done as soon as possible.

In thickly populated districts, small open breathing-spaces for the use of little children, with their mothers, would also be valuable. Provision has already been made for one open space of this character by the appropriation by the last city council of the sum of $2,000 for improving a lot of land on Fellows street, already owned by the city, containing about three-quarters of an acre. A plan for this purpose has been carefully prepared, and the work will be completed early in the spring.

Open-air gymnasia have already been provided by the city at Charlesbank and Wood island, and the large use made of both of these

shows that they meet a public want. Similar gymnasia, for the use of adults as well as young people, should be located at a number of points throughout the city, and more attention should also be paid to providing gymnastic apparatus for school children. Last year an appropriation of $15,000 was made for an open-air gymnasium at Commonwealth park, in ward thirteen, South Boston; but as the state owns this land, and no assurance could be obtained as to the continuance of its use by the city, it was not deemed proper to expend this sum, and it is still available. There seems to be a strong demand in this ward for a gymnasium and playground, and the matter of finding a suitable location is now under investigation.

The appropriation of $100,000 for a playground at the North End has not yet been expended. Owing to the high price of land in this locality it is difficult to secure much of an area with this sum; but the more crowded a district is, the greater is the necessity of at least some such accommodation. The city of New York has within the last year completed a large open square, at an expense of over a million dollars, in the heart of the thickly populated Mulberry Bend district, and the improvement is now recognized as having more than justified even this cost.

Unless some more comprehensive financial scheme

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seems feasible, I recommend a loan this year of at least $200,000 to be devoted to the acquiring and equipment of playgrounds. I am thoroughly satisfied that it would be far wiser for the city to expend the sum of $400,000 during the coming year for public baths and playgrounds, than to devote that amount of money to any other purposes, of however pressing a character. The adoption of progressive and distinctive municipal policies of this nature raises the reputation and standing of the city, and tends to bring its government closer to the people, and to promote a civic spirit which will yield valuable results in many directions.

The subject of public squares is somewhat connected with that of playgrounds. At the present time we have some seventy squares and public grounds, large and small, with a total area of about one hundred and forty-three acres, in charge of the public grounds department. The question of making these open spaces of the greatest possible utility to the public is an interesting and important one, and many desirable improvements, which would add both to the convenience of the people and the artistic appearance of the grounds, could be effected within a moderate cost. It would be desirable to supply in many of them sand-pits for small children to play in. These can be put in at a

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small expense, and have been much appreciated where they have been furnished.

I believe that it would be desirable for the city to acquire most, if not all, of the smaller marsh areas within its limits. These are of comparatively small value at present, while the open spaces thus secured would be of great public value in the future. Their acquisition would protect adjacent property from depreciation, through the undesirable uses to which such land is now liable to be put, and would afford dumping places for the future use of the sanitary division.

SOUTHERN UNION STATION.

In my inaugural address the great desirability of securing a union passenger station for the use of the four railroad lines entering the city on the south side was urged, and it was suggested that the city should endeavor to secure the passage of compulsory legislation, if necessary, to effect this great improvement. A new plan for the location of such a union station was brought forward early in the year, upon which the representatives of the various railroads affected, and of the city, were able to agree; and by chapter 516 of the acts of 1896, approved June 9, provision was made for the construction and use

of such a station, and for certain changes in the public streets necessarily incident thereto. The beginning of the work of construction to be done under this act has been unavoidably delayed, both on the part of the Terminal Company and of the city. The extraordinary financial conditions of the summer and autumn prevented the company from placing its bonds as rapidly as desired, at a satisfactory price. This difficulty has only recently been removed, but the Terminal Company has now acquired by purchase a large part of the necessary land, and has sold $6,000,000 of its bonds and secured authority to issue $2,000,000 more; it is expected that its whole investment will amount to between eight and ten millions. On the part of the city, application was made to the war department, as promptly as possible after the passage of the act, for the necessary permission to construct the sea-wall on Fort Point channel. This was duly received, and the approval of the plans by the harbor and land commissioners is expected shortly.

This delay has not postponed the final completion of the undertaking, as the work to be done by the Terminal Company has not been held back. A large part of the land necessary for the widening of Cove street has been purchased by the company, and a taking of all land within the terminal lines

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not yet acquired by purchase will at once be recorded. In three months from the date of such taking, which time is allowed to the present occupants of the real estate before they are obliged to vacate, the city will be able to begin the construction of new Cove street, and this work will be pushed to early completion.

The plans for the station, with its track connections, have received thorough and intelligent study for many months. As finally accepted by the Terminal Company, approved by me, upon the advice of the city engineer and the consulting architect, and also, as required by the act, by the railroad commissioners, they provide highly satisfactory accommodations for the public. The track arrangements seem to be planned so as to handle conveniently and expeditiously an immense amount of traffic, and the future separation of suburban and through travel, which is amply provided for, is a feature of great importance. The company has met the reasonable requirements of the public in a liberal manner, and has provided for a long period of future growth; and the station, when completed, can confidently be expected to prove one of the finest and most convenient railroad terminals to be found anywhere in the world. Due attention has been paid to the architectural appearance of the building, and the structure should add to the

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beauty of the city. Boston is to be congratulated upon securing such an important and valuable addition to its transportation facilities.

SOUTH BOSTON FREIGHT TERMINALS.

I called attention last year to the desirability of providing at South Boston for the freight business of the Old Colony, Boston and Providence, and New England railroad lines, and to the necessity of abolishing the present grade crossing on Congress street for this purpose. An act was passed by the last legislature providing that the commission heretofore appointed by the superior court for the abolition of this crossing should be given authority to lay out a comprehensive plan for a substitute for Congress street in South Boston. The representatives of the commonwealth, of the city, and of the railroads concerned have all agreed upon a plan, which has been approved by the commission. This includes a new street from L-street bridge to Fort Point channel, passing over the railroad tracks by a bridge, crossing the channel by a new bridge, substantially in the location of the present New England railroad bridge, thence by a new street on the westerly side of the channel to Congress street, and by Congress street, widened between the channel and Atlantic avenue.

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to Atlantic avenue. These latter features of the plan will be of especial benefit in diverting freight traffic to and from South Boston from passing through the extension of Summer street, in front of the new union depot. The new bridge will be at the foot of Summer street extended, and this street and the new street in substitution for Congress street will afford important additional avenues of communication. The ample facilities for the handling of freight, adjacent to the water front, which will thus be afforded should prove of great future commercial benefit. The commission expects to make its decree apportioning the expense in the near future.

THE STRANDWAY.

In addition to the sum of $100,000 appropriated by the city government of 1895 for work upon the Strandway at South Boston, the further sum of $200,000 was made available by the act passed by the last legislature, providing for an additional $1,000,000 loan for the completion of certain park work. Contracts to the amount of $200,000, covering the work of rough grading as far as H street, were made during the past year, and operations under them are being pushed as rapidly as possible. The amount available will complete the Strandway about

to I street, and it will certainly prove one of the most unique and attractive features of our park system. A long stretch of public beach, fronting upon a fine bay, with ample accommodations for bathing and boating, immediately adjacent to a district having a population of upwards of 70,000, and within about two miles of the business centre, will be a possession which can hardly be matched by any other city.

In connection with the question of joining the Strandway with Dorchesterway and the rest of the park system, as contemplated in the original plans of the landscape architects, I desire to present a new scheme, which seems to me to be recommended by many strong considerations. This plan was referred by me to the Merchants' Municipal Committee, and has received the hearty approval of that body. The completion of this connecting link can be combined with the abolition of the present grade crossing of the Old Colony tracks, on Dorchester avenue, in a highly economical and desirable manner. This abolition is recognized as of pressing importance, but thus far it has been found impossible to agree upon any plan satisfactory both to the people of South Boston, the railroad, and the city. A plan has now been prepared by the city engineer for relocating the Old Colony tracks between the

Crescent-avenue and South Boston stations, carrying Dorchester avenue, Boston and Swett streets over the new location, with easy grades. The new roadbed crosses the New England tracks by a bridge, and provision is also made for a connection at grade for the transfer of freight to and from the South Boston yards.

The total expense, of every character, involved in this relocation, including purchase of land, grading, and construction of bridges, giving the railroad much improved facilities, would amount, according to the estimate of the city engineer, to about $950,000. This sum would not be very largely in excess of the cost of any other satisfactory plan for the abolition of the Dorchester-avenue grade crossing; and it has advantages which make it worth much more to all parties concerned than any abolition of the crossing without a substantial relocation of the tracks. By utilizing the present bed of the railroad for the purpose of joining the end of the Strandway with Dorchesterway, a large expense can be saved to the city, if it is assumed that the original plan of carrying the Strandway across a part of Dorchester bay would otherwise have to be carried out. This plan would therefore accomplish the four important results of doing away with a dangerous grade

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crossing, — which must be abolished in any event at a large expense, — of removing the obstruction which the railroad tracks now present to the development and expansion of the adjacent section of South Boston, of providing the required connection between the Strandway and the rest of the park system, and of opening an important new avenue, by the use of the present roadbed of the railroad between the Strandway and Dorchester avenue at B street.

The plan prepared by the city engineer has been pronounced satisfactory, from the standpoint of railroad engineering, by the chief engineer of the New York, New Haven, and Hartford railroad, and it seems to me quite likely that it will be accepted by all parties in interest, if a fair division of the expense involved can be agreed upon. I trust that it will be possible to reach this result in the near future, and the advantages to be gained by the city are so great as to warrant a liberal financial contribution on its part. If this plan can be carried out, I also believe that it would be advisable for the city to acquire all of the shore property, mostly marsh lands, lying to the eastward of the railroad between the Crescent-avenue station and the end of the Strandway.

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GRADE CROSSINGS.

The difficult question of preparing a practical plan, within the bounds of reasonable financial expenditure, for the abolition of the grade crossings in East Boston, has been given much attention and study by the city engineer. Within the last few months the representatives of the railroads concerned have shown a disposition to cooperate with the city in this matter. A new scheme, providing for depressing the railroad bed ten feet at Saratoga street and six feet at Sumner street, involving an estimated expenditure of about $900,000, exclusive of the cost of lowering the tracks, has recently been prepared by the Boston and Albany railroad company. The position taken by the railroad companies as to the contributions which they should respectively make to the total cost of carrying out a plan is a serious obstacle in the way of arriving at any agreement, while the provisions of the legislative act are so unusual that under it the city probably cannot bring about the abolition of the grade crossings against the opposition of the companies.

It seems to me that by far the most satisfactory solution of the whole problem would be the conversion of the Boston, Revere Beach, and Lynn railway into an electric line, and its relocation,

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within the limits of East Boston, upon some street west of its present roadbed, so that the latter could be used for the tracks of the other railroad companies. This plan might be carried out to great advantage in connection with the proposed new ferry, as the landing on the Boston side now used by the Revere Beach railway would become available for use as a public ferry-landing. In this manner additional facilities could be secured with the least possible increase in the movement of ferry-boats across the harbor.

The matter of abolishing the grade crossings of railroads in Charlestown, of which the most important are those at Cambridge street, Prison Point bridge, Main street, and Rutherford avenue, is still in the hands of the commission appointed by the superior court. The problems involved are difficult and complicated; and some diversity of views between the respective representatives of the city of Boston, the city of Cambridge, the railroads, and the commonwealth, as the owner of the land occupied by the state prison, has occasioned unavoidable delay in finally fixing upon plans. Good progress toward reaching a final conclusion has, however, been made, and a plan has now been prepared substantially satisfactory to all parties concerned as to the Charlestown side, and a hearing has recently been

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held to determine the construction on the Cambridge side.

MERCHANTS' MUNICIPAL COMMITTEE.

In my inaugural address a plan was outlined for the formation, on a representative basis, of an advisory committee, designed to establish "a strong and permanent connecting link between the city government and the leading business organizations of the city." A body designated as the Merchants' Municipal Committee was accordingly constituted, consisting of two representatives of the Associated Board of Trade, and one representative each of the Chamber of Commerce, the Clearing House Association, the Merchants' Association, the Real Estate Exchange, and the Shoe and Leather Association. I have derived valuable assistance during the year from frequent consultations with the public-spirited and broad-minded business men who were selected as members of this committee. Regular meetings have been held every two weeks during most of the year, and many municipal questions of large importance have been discussed and voted upon. Recently the members of the committee have, at my request, taken up from a business standpoint the problem of reorganizing the city council, and have given a great deal of time and thought to this ques-

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tion. They have enlisted the interest and co-operation of various organizations and individuals, including prominent members of the legislature, and the bill which has just been made public is the result of their efforts. The experiment of constituting this committee has fully answered my expectations, and I am satisfied that an organization of this character should be continued permanently in some manner in connection with the city government. At my request a section has accordingly been inserted in the bill referred to, providing for a permanent Board of Commerce and Finance, to act as an advisory body to the mayor, the city council, and the general court, representative of the organized business men of this city and authorized to speak for them.

TAXATION.

I spoke last year of the interest of the city of Boston in securing "such amendments to the tax laws as will bring them more into harmony with the needs of a large commercial centre, brought into daily competition with cities in which taxation is levied in a manner far less burdensome to business enterprise," and advocated some changes designed to promote the commercial and industrial development of this city. The Merchants' Municipal Committee took up the matter,

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at my suggestion, and gave a large amount of time and thought to it. A bill was framed on the general lines referred to, and its passage was advocated before a committee of the legislature. As a result of this agitation of the subject, the legislature provided for the appointment of a special commission of five persons to "collate and report facts concerning taxation, present a summary of conclusions to be drawn therefrom, and suggest any changes advisable in the laws of the commonwealth relating to taxation." This commission is given until the first day of October next to make its report, and no legislative action can therefore be expected until the session of next year.

REORGANIZATION OF CITY COUNCIL.

In my inaugural address I called attention to the defects of the present system of electing aldermen, and advocated some measure which would do away with its manifest faults. The experience of another year under the present law has only strengthened the conviction, held generally by our citizens, that something better must be substituted for it. Public opinion now seems to be ripe, not only for a change in the present method of electing aldermen, but in the

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whole constitution of both branches of the city council.

Observation of the workings of the present two branches has entirely satisfied me that a single chamber, if properly constituted, would be a great improvement over the present dual organization. I am strongly opposed to the mere abolition of the common council, leaving all the legislative powers of the city in the hands of a board of aldermen consisting of a small number of members; but marked benefits would, in my opinion, result from the practical consolidation of the present two branches into a single chamber, intermediate between them in size, and combining ward representation with representation of the city at large.

The present city council is a survival of the organization which existed under the charter as it stood prior to 1885. The change then made, taking away all power of controlling executive business from committees of the council, has had an important influence, fully experienced only during the last few years, upon that body. It now seems necessary either to move in the direction of still further reducing the powers of the council, including its control over appropriations, as has been done in the city of New York, or to make some change in its consti-

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tution, designed to give it more influence and importance, if not more direct power. I believe strongly in adopting the latter course.

Even with all the executive powers vested in the mayor, the legislative body of a great city has important functions to perform, and it would be a distinct loss to the body politic to reduce it to a position of insignificance and impotence. In the first place, the executive should constantly be subject to close observation and intelligent criticism by the legislative branch of the government. Secondly, the only way to avoid, or keep within any proper bounds, interference with local affairs by the state legislature, is through a local legislative body, of such character and strength that it can safely be trusted with the proper powers of local legislation, and that its action will be given weight as a fair expression of local sentiment. Thirdly, the council has important duties to perform in making the wisest possible application of the financial resources of the city, and in initiating and formulating new and progressive municipal policies. In this city we should at least, in my opinion, give a full and fair trial to a city council constituted in a different manner from the present body, and having only a single chamber, before deciding to take any

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further steps in the way of diminishing its powers.

The work of formulating a reorganization bill has been entered into with a desire to compromise differences of opinion, and secure a union of forces upon some good measure. The bill now drafted contains ideas and provisions suggested from many different sources. Without necessarily approving all of its features, I shall give my earnest support to any practical measure, generally agreed upon by the persons actively interested in this movement, which embodies the general principles which seem to me essential to secure the improvement of existing political conditions.

The provision contained in this bill for the election, on the years when no mayoralty election is held, of a president of the city council, seems to me an excellent one. The importance of such an office would in many respects be second only to the mayoralty, and the contest for it would be sure to draw out a full vote. The decrease in the total number of ballots cast at the last city election indicates the need of some greater stimulus to bring out a vote of proper proportions. The comparative lack of interest which characterized this election may be partly accounted for by the fact that twelve

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out of the fourteen candidates for aldermen nominated by the two leading political parties were sure to be elected, and it may reasonably be expected that there would be more active attention to the choice of the members of a single legislative body; but a contest between two or more candidates for a single important office arouses the voters much more than the choice of a large number of members of a city council can possibly do. The election of an officer who is given the broad powers which this bill proposes to vest in the president of the city council will doubtless excite the interest of the voters.

Changes in nominating methods have so lengthened the municipal campaign that it now begins too soon after the state election, if not actually before it. The theory of the law is that there should be such a separation between the two elections that the votes may not run on exactly the same party lines. In order to promote this object, as well as to avoid other objections to a practically continuous political campaign for the two elections, I believe that the date of the city election should be moved forward at least one week, if not longer. This might not allow a mayor-elect sufficient time, before the beginning of the municipal year, in which to prepare a comprehensive inaugural address; but the delivery of such

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an address might with decided advantage be postponed to the beginning of the financial year, on February first. A new mayor would then have the benefit of one month in office before being obliged to outline his policy, and the accounts of the financial year would be made up for his use.

In spite of the prospect of the passage of some reorganization measure during the present session of the legislature, I have thought it best to give my approval to the act passed by the last legislature providing for the payment to members of the common council of a salary of $300 per annum, and forbidding the payment of any money from the city treasury "for or on account of refreshments, carriage hire, or other personal expenses, incurred directly or indirectly by, or in behalf of, any member of the common council or any committee thereof." The payment of these salaries will cost the city some $7,500 more than such expenses have recently amounted to, but I did not think it proper, after the approval of this act by the people, to take advantage of the anomalous provision which gave me the power to prevent it from going into effect.

A STATISTICAL DEPARTMENT.

I desire to recommend strongly the establishment by the city of a statistical department, to be under

the charge of an unpaid commission. Full information has been secured as to the organization and methods of work of the municipal statistical offices which have for many years been successfully maintained by Paris, Berlin, and other leading continental cities. No American city, I believe, has yet established such an office, and there is an opportunity for Boston to secure the credit of leading the way in this very important line of work. Such a department should supplement the work already done in the line of statistical enquiry by the governments of the United States and of the commonwealth, supervise and systematize such work of this character as is already undertaken by other departments of the city government, such as the board of health, and also pursue special lines of investigation of its own. Another important feature of its work should be the systematic collection and tabulation of comparative statistics of other municipalities. An annual publication, giving an abstract in proper form of all current statistical information relating to the city, such as is published by some European cities, would also be of great utility. Financial comparisons of the cost of work done or service rendered in different years, or in different cities, would be valuable in disclosing waste or inefficiency. One member of such a commission

should be a business man skilled in financial analysis, and the city engineer should be a member, *ex officio*. Such a department could be started upon a very small annual appropriation, and I trust that the city council will promptly coöperate with me in this matter, and by the passage of the necessary ordinance enable this important work to be in operation by the beginning of the next financial year.

ELECTION DEPARTMENT.

The board of elections, established last year in accordance with legislation recommended by my predecessor, has upon the whole worked well and produced good results. While simplicity, convenience, and concentration of authority and responsibility are secured by the new system, there are certain dangers connected with this very centralization of control of all matters pertaining to elections. To enable the present plan to work successfully there must be, in the first place, general public confidence in the integrity and ability of the commissioners, and in their freedom from improper outside influences or selfish political motives; there must also be, under the bi-partisan constitution of the board, full confidence upon the part of each of the political parties in the commissioners representing

it. The office subordinates of the board must also be men of good character, not personally engaged in active political contests, either between factions or parties. Any general feeling that the powers of the board were improperly used, directly or indirectly, for partisan purposes, or that either political party was obtaining through it an undue advantage over the other, would be fatal to its permanent usefulness. The board, in short, is a delicate piece of machinery, especially adapted for the performance of a certain work; it cannot be tampered with, and it should not have any undue strain put upon it.

Anything in the nature of a central returning board, with practically unlimited powers, would not be supported by the public opinion of our citizens; but under the present law providing for the recounting of ballots cast in caucuses and conventions, the election commissioners are made to occupy somewhat this position. It is impossible to have all the ballots cast in the city of Boston recounted in a limited time in the office of the board without giving rise to the suspicion, — no matter how carefully arrangements for recounting may be made, and although such suspicion may have no basis of fact to rest upon, — that in the process of recounting, ballots may be tampered with, to change the result of a close

election. The requirements of the present law, therefore, not only impose a very onerous duty upon the election board, but they tend to subject the present system to a strain which should not be imposed upon it.

Upon the other hand it must be admitted that candidates for office, whether in caucuses or at the polls, have the right to an accurate count of the ballots; recounts have too often shown that the count at the polls was not reasonably correct, and there have in certain instances been clear indications that the count of caucus ballots was not even honest.

It would not seem safe to do away with the recounting of votes cast at caucuses, at least until they are placed as nearly as possible under the same legal safeguards as elections; but it has for many years been my belief that the recounting of ballots cast at elections — which is, I believe, peculiar to this commonwealth — was unnecessary and dangerous. I desire to suggest, as a substitute for such recounts, that two special election officers, having no other duty than that of counting and tabulating the votes, and selected solely for their special qualifications for this work, should be assigned to duty at each polling-place at the close of the polls. Each block of ballots should be counted

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independently by each of these counters, to verify the result of the vote, which should only be tabulated when the two counts agreed. In this manner the true results can be arrived at fully as accurately as by recounts. Or it might be found desirable to have all the ballots carried by police officers, at the close of the polls, under proper safeguards, to a large hall, to be there counted by a force of expert counters, under the supervision of the election commissioners, and in the presence of the representatives of different political parties and the public. The figures thus made up should be treated as final, and the ballots should either be destroyed at once, or held subject to be called for by the courts or by the legislature.

NEW REGISTER OF VOTERS.

The complete new registration of the voters of Boston, required under the provisions of chapter 449 of the acts of 1895, was successfully accomplished, at an expense of about $100,000. At the close of this extra registration there were 96,746 names upon the voting list, or 5,263 more than the largest number ever before on the list, which was at the municipal election of the year 1895. The percentage of registered voters to assessed polls was sixty-two per cent., which was the

same percentage as at the municipal election of 1895. This would not seem to indicate the existence in this city of any such peculiar conditions as to call for the expenditure of so large a sum of money for the preparation of a new voting list. It can be positively affirmed that the work of registration has for years been performed in Boston with more care than in most of the cities of the commonwealth. If any public interest required the state to impose this large expenditure upon the city of Boston, and to subject its citizens to the trouble of a new registration, it certainly requires that the other cities of the commonwealth should be brought under the same provision. But the new register of voters may be worth all that it has cost in time and money if it establishes legislative confidence in the honesty of our voting lists.

REGULATION OF CAUCUSES.

I said a year ago that it was worthy of serious consideration whether the established legislative policy as to the regulation of caucuses should not be carried to its logical end by placing them, "both as to the appointment and payment of their officers and as to the laws regulating their holding, upon the same footing as elections." The experience of another year

has, I think, satisfied nearly all fair-minded political observers of the need of such further steps. The present caucus system has demonstrated its capacity to bring out a much larger vote than was polled at the caucuses held under the old methods. By a few changes, — including the appointment of caucus officers in the same manner as election officers and payment for their services, the opening of the polls as early as twelve o'clock to permit voting in the noon hour, the making of nominations, in nearly all cases, by direct caucus vote, without the intervention of nominating conventions, and the securing to every voter of the right to vote in his party caucus upon making oath to his party membership, — our caucuses can easily be made into true primary elections, giving fair and accurate expression to the desires of the majority of the voters of the different political parties. It is of much importance, in the interest of good municipal government in this city, that these additional safeguards should be thrown around the caucus; and it is to be hoped that the work of the special recess committee appointed by the last house of representatives to investigate the conduct of caucuses in Boston will result in the passage, at the coming session of the legislature, of some comprehensive and satisfactory law.

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Ultimately, and perhaps in the not distant future, I believe that the difficulties now experienced in connection with the counting and recounting of ballots, and also in respect to determining what constitutes a vote upon a ballot, will be practically removed by the adoption of some simple and practical voting-machine. The commonwealth has already taken some steps in the direction of providing such machines, and they were used in the city of Worcester at the last state election.

PUBLIC INSTITUTIONS.

I expressed last year the opinion that "the numerous organizations among our people, formed for various purposes, ought to play an important part in the work of keeping the citizen in touch with the city government, and arousing him to a sense of his vital interest in its work," and stated that it would be my purpose to invite the coöperation of all societies which were prepared to take up municipal questions in a public-spirited manner. In pursuance of this policy, early last summer a number of representative charitable and philanthropic organizations were invited by me to coöperate with the work of the institutions department by constituting an advisory board on public institutions, the members

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of which should visit the different institutions maintained by the city, interest themselves in their work, and make from time to time such recommendations for their improvement as they might deem proper. This board was organized in the month of August with twenty members, representing the following organizations: Associated Charities, Boston Provident Association, Children's Aid Society, Citizens' Association, Committee of Council and Coöperation, Massachusetts Prison Association, Massachusetts Society for the Prevention of Cruelty to Children, Medico-Psychological Society, Merchants' Municipal Committee, Municipal League, Society of St. Vincent de Paul, Suffolk District Medical Society, Twentieth Century Club, United Hebrew Benevolent Association, and Young Ladies' Aid Society. The board was divided into four committees, of five members each, upon children's, insane, pauper, and penal institutions, respectively. Meetings of the whole board, at which the institutions commissioner and myself have been present, have been held once a month at city hall, and formal reports, making valuable recommendations upon many important matters, have been presented from time to time by the different committees. The board is composed of representative and public-spirited men and women, and the institu-

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tions department has already materially benefited by their advice; I have no doubt that their continued coöperation in its delicate and important work will be productive of still more important and far-reaching results in the future.

This board partly accomplishes some of the objects which were aimed at by the bill for the separation of the institutions into four classes, to be placed under three separate boards of trustees and one commissioner, which was favorably reported to the last legislature by the committee on metropolitan affairs, but was defeated in the senate. The experience of the past year has only confirmed me in the conviction, based upon the considerations stated in my inaugural address, that the best interests of the institutions demand a change in the present system of centralized administration through a single commissioner, and the passage of some measure for the appointment of unpaid boards of trustees; the present institutions commissioner heartily sympathizes with this view. The arguments in favor of centralized business management seem to me to be overborne, in the case of institutions dealing with human beings, by other considerations. The administration of charitable and reformatory institutions is not merely, or even primarily, a business matter, while of course they must be conducted with due

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regard to business principles and methods. Humanitarian management upon a scientific basis is not inconsistent with true economy.

One of the strong arguments in favor of administration through unpaid boards of trustees is that the management of the various classes of institutions would be put upon a basis where it would be less liable to be affected by political changes. A consistent line of policy could be then mapped out, with the assurance that it could be given a fair trial and followed for a term of years. The present system of administration affords more possibility for the play of political influences than any other could do. I am thoroughly convinced also that distinct advantages are gained by giving representation to women in connection with public work of this character, as provided in this bill; I have therefore increased the number of women upon the Board of Overseers of the Poor from two to three. The movement for the passage of a bill for the division of the institutions, containing substantially similar provisions to the one reported last year, will be renewed at this session of the legislature, and will receive my hearty support.

Pending the passage of such a measure, it will be the endeavor of the institutions com-

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missioner and myself to make every improvement in the workings of the institutions which financial limitations will permit. With this object in view, we have already visited a number of the important institutions of the state, recognized as conducted efficiently and in harmony with the most advanced ideas. It must be admitted that the public institutions of the city of Boston have not in the past been as well managed as similar institutions maintained by the commonwealth, and a close comparison of the conduct of our institutions with that of similar state institutions should certainly prove helpful.

A thorough, scientific examination of the dietaries and cooking arrangements of the different institutions has been instituted by the department; it is fully expected that this investigation will be productive of excellent results, and possibly of some saving in the cost of subsistence. Modern chemistry is placing the whole matter of nutrition and cooking upon a scientific basis, and the city, which constantly feeds several thousand persons in its various institutions, should fully avail itself of the results of scientific inquiry in this field. I regret to be obliged to acknowledge that the food furnished at the Marcella-street Home has not in the recent past been of a character to meet fully the admitted requirements of growing children.

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The question of starting an alphabetical card catalogue or register of the inmates of our different institutions, giving as full information as possible about each, and enabling him or her to be traced from one institution to another, has received careful attention at the hands of the advisory board. A system has been agreed upon, and will be started at once.

A most important and delicate work in connection with the penal institutions, which has been too much neglected in the past, is that of assisting discharged prisoners to make a fresh start in life, and become self-supporting and law-abiding citizens. It seems to me that the work of the institution should be supplemented by preparing the prisoner for leaving it, and extending a helping and guiding hand to him at the critical moment when he does so. The successful performance of such work calls for unusual qualities, but I think that it should be undertaken by the institutions department.

In filling the vacancy recently caused by the resignation of an assistant commissioner, appointed as a physician to have special charge of the medical work of the department, it was determined to make the position a purely professional one, having no administrative duties, and to give it a corresponding title. One of the two assistant commis-

sionerships was therefore abolished, and the position of medical director was created, with the same salary. This new position has been filled solely with the desire of securing the best possible professional qualifications for its important work.

The new cell-house at Deer island, accommodating over five hundred inmates, is ready for occupancy as soon as light can be supplied to it, and this will make possible a somewhat better classification of the inmates. An electric plant is now in process of installation, and it is hoped that it will be possible during the coming year to secure a sufficient appropriation to supply by electricity all the light required on Deer island. I believe that there is great need of careful inquiry into the practical operation of the laws under which persons are sentenced to Deer island. The population of this institution is larger than it should be.

The important work of industrial training at the reformatory for boys at Rainsford island has been greatly hampered for lack of suitable plant and buildings. Plans for supplying this deficiency are now under consideration, and some additional machinery has already been ordered. It is of the highest importance that the boys in this institution should be thoroughly trained in some line of industrial or mechanical work. Unfortunately there

is not sufficient room upon the island to enable the reformatory to accomplish the best results.

A summer hospital for infants, under the institutions department, was opened on this island last summer, several of the old buildings having been fitted up for the purpose, and a physician of special qualifications and experience in connection with this work took charge of it. It is hoped that it will be found possible to continue this hospital during the coming summer.

The facilities for children in the Marcella-street Home are inadequate in several respects, and an appropriation will shortly be requested for an additional building, to provide better dormitory and play-room accommodations. The medical work of the home has now been placed under a regularly organized medical staff, serving without pay.

The apparent impossibility of securing last year the very large appropriation required, prevented any steps from being taken towards the building of a new reformatory, to take the place of the present house of correction at South Boston, under chapter 536 of the acts of 1896. The question of finding a suitable location for this institution, within the limits of Suffolk county, is a very difficult one, and it is questionable whether the necessary land can be purchased, and proper buildings erected, within the limit of

$500,000 prescribed in the act. It is important, however, that some steps in the direction of establishing such a reformatory should be taken as soon as possible.

The old police boat has recently been transferred to this department, and now affords a much-needed addition to the facilities for reaching the institutions located upon the islands in the harbor.

CITY HOSPITAL.

The city hospital has been fully maintained during the past year on the advanced standard which has given it during recent years such a high rank among the great public hospitals, not only of this country, but of the world. Some of the important improvements which have been in progress have been completed, and others will be ready for use during the coming year. Two new surgical wards, accommodating fifty-nine additional patients, have been finished and occupied, and are found to be the best wards in the hospital. The new surgical operating rooms, which are probably the most extensive and complete of any in the country, and have been given the highest praise by competent critics, are now in use, marking a new period in the history of the hospital. The old surgical operating building is in process of reconstruction. Important improvements have been made upon the

grounds. A complete electric-light plant is in process of installation. The plans for the new laundry building, so much needed, for which the sum of $36,000 was appropriated, are nearly completed, and contracts will be made as soon as the weather permits work to be done. This building will be complete in all its arrangements, and will constitute a very important addition to the present conveniences of the hospital. The want which the trustees feel to be the most pressing at present is that of further accommodations for nurses. The amount necessary to purchase for this purpose the estates on the corner of Massachusetts and Harrison avenues, which are within the line of the proper boundary of the hospital grounds, namely, $68,000, was once appropriated, but was transferred to another purpose. The number of nurses is now 127, and this number will soon be materially increased; the present nurses' home only accommodates about 70, the others being distributed through the hospital buildings, taking room which might be used for the accommodation of additional patients. I earnestly recommend an appropriation to meet this need.

At an estimated expenditure of $16,000, a coal pocket can be constructed for the use of the hospital, into which coal can be landed by the

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cargo, affecting an appreciable reduction in its cost, so that the expense involved could be saved in five or six years.

The subject of establishing a down-town relief station, for the temporary care of persons injured by accident or otherwise in the business section, has for some time received careful attention at the hands of the trustees and the staff. Such a relief station, connected with the hospital and under the same management, with an ambulance attached to it, would meet an important want, and its establishment has been strongly urged by many well-known citizens and business firms. The estimated expense for a plant for this purpose, outside of rent of building, is $16,000, and the annual maintenance cost is estimated at $25,000. I have given some attention to this subject, and am prepared to recommend the necessary appropriations.

The hospital has been nearly full at all times during the year, and the number of ambulance calls has more than doubled over previous years. By close and economical management and the postponement of some necessary repairs on the old buildings, the trustees will be enabled to finish the financial year within their appropriation.

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SCHOOLS.

Early in the year I appointed a special expert commission to inquire into the necessity of improvements in sanitation and ventilation in our school buildings, for which the school committee had requested a large appropriation. The result of this inquiry, which was carried to the point of preparing plans and securing reliable estimates of cost, was to fully establish the necessity of even larger expenditures than the school committee had recommended. In the month of March I sent a message to the city council earnestly recommending a loan appropriation of $300,000 for this purpose. Unfortunately, owing to some controversy as to the respective authorities of the executive and of the school committee, the passage of this loan order was delayed until the end of June, and it was then too late to have new plans prepared, as required by the school committee, and to complete any large portion of the work during the summer vacation. Under the understanding arrived at with the committee, thorough plans and specifications have been prepared for all work undertaken, and these have been subject to my approval. The sum of $172,950.86 has now been expended out of the amount appropriated, mainly for changes in the plumbing of different school-

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houses, and considerable improvement in sanitary conditions has already resulted; but a large amount of this work, of pressing necessity, still remains to be done, and I recommend an additional loan appropriation for its continuance during the next summer vacation.

The school committee has exceeded its appropriations of $2,173,400 for the current financial year by the sum of $117,000. Responsible executive control of the finances of the city is seriously impaired by the power of the committee to spend money beyond the appropriations, and its readiness to use such power.

I believe that the control by the school committee of important executive work, such as the construction and repair of buildings, tends to interfere with its proper educational functions, and fails to secure the best results for the city. It is a continuance of the old practice of administration by committees, which has been condemned and abandoned in connection with all other city business. The right to determine what work shall be done, and to approve plans before they are adopted, properly belongs to the school committee; but the work should be laid out by, and performed under the sole direction of, some executive officer, who can be held responsible for results secured and for economy in expend-

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iture. I am happy to be able to state, however, that there has been a very marked improvement during the past year in the professional standing of the architects selected by the committee, with my approval, to build new school-houses.

The expense of purchasing sites for new school buildings has been very heavy, and under the awards of the street commissioners the city has been obliged to pay, in many instances, as high as one hundred per cent. in excess of assessed valuations. The approval of the mayor is required when a lot of land is selected by the school committee, but at present he has no control over the price to be paid for it.

PRINTING DEPARTMENT.

For a number of years the Typographical Union has been endeavoring to secure the recognition by the city of the organization of the printing craft, through the appointment of some member of the union as superintendent of printing. I stated a year ago that "in some foreign countries organizations of wage-earners take a constant, active, and intelligent interest in municipal questions, and some of their members occupy important positions and render useful service in connection with city governments," and that similar

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coöperation might well be encouraged to a greater extent than in the past in American cities. After mature consideration, I concluded that it would be advisable, in pursuance of the policy thus indicated, to place in charge of the city printing some member of the Typographical Union thoroughly qualified to fill such a position, and that this step would be in the public interest; I am now entirely satisfied that this has proved to be the case. It seems to me highly desirable to make organized bodies of intelligent wage-earners feel that they are directly represented in the management of public business, particularly such as pertains to their several trades.

The city printing has been done for the last twenty years under a contract made in 1876, and allowed to run on without change since that time. About $70,000 a year is now paid out for composition and press-work alone. When the present superintendent of printing took office, I instructed him to examine carefully into the expenditures for printing, and to report to me whether the city could not with advantage establish a plant for itself, to do a part or the whole of its own printing. After careful investigation, both the superintendent and myself have become satisfied that the city should take steps in this direction. The continuance of the con-

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tract referred to stood in the way of adopting this policy, as it gave the contractor all of the printing of the city. As it was originally made through the joint committee on printing of the city council, at a time when it exercised powers since vested in the executive, it seemed necessary that action for its abrogation should be taken by this committee, as well as by the superintendent of printing, and this has just been effected.

Typographical unions have for many years urged the establishment of public printing plants for the execution of public printing, and the printers of this city have warmly favored the proposed establishment of a municipal plant. The new policy will be inaugurated in a careful and conservative manner. Probably only a portion of the city printing will be undertaken at first, and the work of the municipal plant only gradually extended. In the meantime the present contractors will continue to do such portion of the city printing as the municipal plant is not ready to take. It should be stated, in justice to them, that both the quality of their work and the manner in which it has been executed have been found satisfactory.

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ELECTRICAL CONSTRUCTION.

Believing in the principle that the city should do directly for itself, without the intervention of contractors, as much of its own work as it may be found practicable and economical so to do, I have during the past year brought entirely under the control of a city department a branch of public work, of constantly growing importance, which had heretofore been intrusted to private contractors. Last May an electrical construction division was established under the department of public buildings, and heads of departments were instructed to apply to this division for all electrical work, whether coming under the head of repairs or new construction. An expert practical electrician was appointed chief of this division, and its work has assumed considerable importance. All materials required for electrical work have been purchased at wholesale, at the lowest possible prices, and carried in stock; and an efficient electrical corps, able to handle the different branches of electrical work, has been organized. This city has been somewhat behind the times in the introduction of electric lighting in its various public buildings and institutions, and consequently there is an urgent demand for quite a large amount of new electrical installation, including a number of isolated plants.

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The work of installing the electric-lighting plant at the city hospital, for which the sum of $40,000 had been appropriated, was turned over to this division. This work has been prosecuted as rapidly as possible; a contract for the dynamos and engines has recently been awarded, at a low figure, and the installation will be completed within the next few months. It is expected that this plant, which will be a very important addition to the hospital, will be of the most modern and improved character, and that it will prove a credit to the city. The cost is not expected to exceed estimates given by private contractors for doing the same work in a less satisfactory manner.

This division has also reconstructed the electrical work at the Chestnut Hill reservoir, which was found to be in a dangerous condition, and has done a considerable amount of work at Long island and Deer island, besides installing a large number of lights in school-houses and city offices, and at the same time attending to all the calls for electrical repair work, which have assumed considerable proportions.

I think that it can safely be claimed that the total cost of doing the electrical work of the city will at least be no greater on the present basis, while the quality of the work done and of the stock used, which is a matter of great impor-

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tance, will be better. As an illustration of the loss that may be occasioned by imperfect work, I may mention that it has been found by the chief of this division that, through imperfect insulation, the county of Suffolk is paying for $1,200 worth of electricity each year in the new court-house which is lost before it gets to the lights. The division has just been intrusted with the further duty of inspecting the use of electric lights in the different offices of the city, with a view to checking unnecessary waste of current.

The sum of $15,000 will be asked for this branch of work, under the appropriation for the public buildings department, for the coming financial year, and this amount, with such additional sums as may be provided by loan, for electrical construction for other departments, should maintain the division upon an efficient working basis.

WIRE DEPARTMENT.

The total length of overhead wires in the district in which the work of placing wires underground was carried on during 1896 was about fourteen million feet, about two-thirds of which will be removed as soon as the several companies owning them have their underground cables drawn into place and properly connected. 167,000 feet of

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subway, and 784,000 feet of ducts, with 614 manholes, were constructed. A large amount of abandoned wires have been removed, and about 3,300 offices and buildings were inspected to ascertain if the wires were properly fused. Some 1,500 notices of defects were sent to the interested parties. The work of the interior wiring division has materially increased, wiring and appliances having been inspected for over 1,800 arc lamps, 70,000 incandescent lights, and 694 motors. Wires and appliances in process of installation in all new buildings were carefully inspected. None of the seventeen fires caused by electricity during the year were due to wires or fixtures which had been inspected by the department. Frequent measurements have been made of the insulation of the electric plants of theatres, hotels, and other large buildings.

BUILDING DEPARTMENT.

Notwithstanding disturbed financial conditions, the number of permits issued by the building department for the erection and alteration of buildings has exceeded the record of any previous year. The inspection force, which has for some time been insufficient, has been materially strengthened by the appointment of two additional building inspectors and three additional inspectors of

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plumbing. Through this increase it has been possible to organize the department into divisions, consisting of an architectural division, a construction division, a plumbing division, an egress division, and an elevator and hoistway division, each under a separate head. The legal work connected with this department has been increasing so rapidly as to call for the special detail of an assistant of the law department, which has produced much more satisfactory results in checking and punishing persistent attempts to violate or evade the building laws.

BUILDING OPERATIONS.

For the reasons given in my inaugural, I appointed early in the year a consulting architect, attached to the mayor's office. Experience during the year has constantly demonstrated the necessity of having such an officer, if the mayor is to exercise with any care and intelligence the important powers relating to the building operations of the city now placed in his hands by the charter. Important matters have constantly been referred to the consulting architect, and reported upon by him, and he has in many ways rendered valuable services to the city.

The architect division of the public buildings department has been thoroughly reorganized and

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placed upon an efficient working basis, under the direction of a well-trained architect. Even under the present system of employing private architects for all new buildings, questions are constantly arising which should be referred to this division, and from time to time the city has important pieces of work, coming under the head of repairs rather than of new construction, which call for services which it can well render. It also has an important function as a central reference and record office for the plans of all city buildings. It is necessary, further, that all repair work involving any reconstruction should be carefully planned, and that drawings and specifications for its execution should be prepared before it is undertaken.

Aside from the duty devolving upon the architect division of supervising the completion of buildings in progress at the time when the architect department was abolished, several of which have only recently been finished, it has had charge of the important alterations recently undertaken, and now nearly completed, in the upper stories of city hall. These alterations, which will cost about $15,000, will practically add some ten thousand square feet of floor space, in well-lighted rooms suitable for business offices and engineering work, to the present cramped accommodations.

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I am strongly in favor of improving and extending the existing office accommodations of the city government in or immediately adjacent to city hall, and of putting off for many years to come the expensive undertaking of building a new hall. In accordance with this policy, I have urged, since the beginning of last year, the acquisition by the city of the estate owned by the Massachusetts Historical Society, between the old Probate building and Tremont street. This building is of fireproof construction, and four additional stories can be added to it at an estimated expense of about $130,000. In order to prevent the possible sale of this estate to other parties, the two lower floors of the building were leased by the city during the year, with the right to purchase the whole building for the sum of $200,000. I am gratified to be able to state that such arrangements have now been made that the city can in all probability secure the title to this building for a cash payment of $50,000, and that $25,000 of this amount has just been provided by loan. An architect has been selected for the building of the additional stories, and the plans will soon be ready. When this addition is completed, the city will secure a large increase, at a very reasonable cost, in its present insufficient business quarters, and a substantial amount

of money now expended for rentals can be saved. Later the Probate building should be rebuilt, to correspond with the Historical Society building, and the city will then have a continuous structure, nine stories high, extending from Court square to Tremont street, and connected directly with the city hall.

PARK DEPARTMENT.

Work upon the North End park is now being vigorously prosecuted. A contract for terracing, grading, and finishing the portion of the park west of Atlantic avenue is well under way, and will be completed by next summer. After careful study, plans have been prepared, calling for an expenditure of about $30,000, for the bath-house for women, with an adjoining administration building, to be placed upon the southerly side of the portion of the park adjacent to the harbor. Plans for the piling and the covered pier have been completed by the city engineer, and the work of pile-driving will shortly be begun; the pier, which has an open promenade on its roof, and bath-houses for men connected with it, should also be ready for use by next summer. A bathing-beach has already been made, and it is expected that the facilities for bathing in the open harbor which will thus be furnished will be very largely used by the

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residents in this thickly settled section. A protected place for small boats will be provided between the pier and the shore. The long-delayed completion of this local marine park, which now seems near at hand, will add a unique and popular feature to the park system. The provision by a municipality of attractive accommodations for open-air bathing, in the middle of the water front and close by the most thickly populated districts, is an important departure, and its results will be watched with much interest.

During the last year the need of some better organization and more responsible control of the important and varied work of this department became manifest, and, at my suggestion, the office of general superintendent was created. This position has been temporarily held during the last few months by a member of the engineering force of the department, and a permanent appointment has just been made. After careful consideration of the matter, the commission decided that this important position could only be filled satisfactorily by a man of special training in, and qualifications for, park work, and the appointment was made with the sole desire of securing the best man for the purpose, wherever he could be found.

The commission has recently become satisfied that the work of the department could be better

carried on if the main office were located in the centre of the park system. It has therefore been decided to make use of the park building at Pine Bank, and the office will be removed to that point within the next few months.

The transfer of the park police force from the park department to the police department has been decidedly disadvantageous, and the park commission will, with my approval, apply for the passage of an act restoring this force to its control. Effective administration of the park system absolutely requires that the officers charged with the duty of enforcing laws and regulations within the park limits shall be under the immediate direction of the park authorities.

STREET DEPARTMENT.

The necessity of reducing during the winter season the number of men employed by the street department, owing to the impossibility of carrying on at that time the work of street construction, has long been a source of embarrassment. While it is desirable, both from the standpoint of maintaining an efficient working organization and from that of proper consideration for the men employed, to maintain the force as nearly as possible upon a permanent basis, nevertheless considerable reductions in the number

of men employed are sometimes necessary. The superintendent of streets has lately proposed a plan for dealing with this difficulty which meets with my hearty approval, and it is expected that it will shortly be put into effect. This proposal is that the minimum number of employees in each division of the department whose services are needed all the year round should be carefully estimated; that employees up to this number should be put upon the basis of a permanent force, to be constantly employed; and that all employees in excess of this number should be ranked as substitutes, to be employed only during such portions of the year as the department has occasion for their services, vacancies in the permanent force to be filled from this list of substitutes. This is substantially the same system which is successfully applied in the police and fire departments, and it would seem to be a more business-like policy for the city, and more fair and satisfactory to the men. Even on this basis the number of men permanently employed by the street department would be in excess of two thousand.

In this connection, I desire to call attention to one serious difficulty which the street department suffers from. The laborious nature of its work calls for men of good health and strength.

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At present there is a considerable percentage of old men in the different divisions, who are not entirely fitted for the work which they are called upon to perform. The majority of these men have grown old in the service of the city, and the street department, under its various heads, has not considered it just or proper to discharge them; they have been continued from year to year, somewhat lessening the efficiency of the service, and making it difficult for the heads of divisions to accomplish the best results. I submit this difficulty to your consideration.

There is one important defect in the policy which has been pursued by the city, under pressure of financial necessities, in connection with the maintenance of street surfaces. The proper system to follow is that of constantly repairing defects, as fast as they become noticeable. But this would have to be paid for out of the maintenance appropriation, and the pressure upon this fund has been so great that the department has been obliged to allow street surfaces to wear out almost entirely, and then to renew them out of a loan appropriation. If the city could be divided into small districts and a few men kept constantly at work in each, repairing minor defects and keeping the street surfaces up to proper condition, it would result in decided economy in the long run. The parkways

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are now cared for on this system of constant repair work, with most excellent and economical results.

It has been the policy of the street department during the past year to extend as far as possible the use of asphalt for pavements, and a considerably larger amount of such pavement has been laid than in any previous year. I am strongly in favor of the increased use of asphalt for street surfaces. Within the last ten or fifteen years the laying and maintenance of asphalt streets have been reduced in this country to a thoroughly scientific basis, and recently, with the improved methods which have been introduced, and some cheapening of cost, the area of asphalt pavement in our principal cities has been increasing very rapidly. Boston has been somewhat backward in appreciating the advantages of this form of street surface; I think that it should be used, as it has been this year on Huntington avenue and the extension of Columbus avenue, upon all streets to which it is suited. The city of New York has been expending the sum of $1,000,000 a year upon asphalt streets, and they are being extensively laid in tenement, as well as in residential, districts; it is claimed that the rate of mortality in certain tenement districts has actually been reduced by the asphalt pavement,

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owing to its far greater cleanliness. The problems of street watering and of street cleaning are greatly simplified wherever asphalt is used, and it has shown its ability to stand even the heaviest traffic about as well as any other form of pavement.

With the beginning of the present calendar year the department has established a small charge for each permit issued for making an opening in a street, or for any other purpose

PAVING DIVISION.

Work upon the five wide avenues extending out from the city has been vigorously prosecuted and will be pushed to completion during the coming year. The construction of Commonwealth-avenue extension to the Newton line, of Brighton avenue from Commonwealth avenue to Union square, and of Huntington avenue from Copley square to the Brookline line, have been substantially completed. The extension of Columbus avenue has been completed as an asphalt street from Massachusetts avenue to the Roxbury crossing, and as a telford macadam street from West Walnut park to Walnut avenue, leaving an unfinished gap of about one mile between these sections. Blue Hill avenue has been practically finished from Grove Hall to the principal entrance to Franklin

park, and one of the two roadways has been so far completed as to be in use from Franklin park to Walk Hill street.

A large area of macadam streets has been wholly or partially constructed under the assessment law, and twenty-eight public streets have been wholly or partially repaved or surfaced at the expense of the city. About 157,000 square yards of macadam, 51,000 square yards of asphalt, 27,000 square yards of granite pavement, and 13,000 square yards of artificial stone sidewalks, have been completed during the year. 96,000 feet, or about nineteen miles, of new edgestone have been set, as against about 50,000 for an ordinary year; and over 131,000 square yards of block pavements, requiring over 2,000,000 new blocks, have been laid in streets and gutters, against 105,000 square yards for the largest year heretofore.

Two new crushers, of the latest improved pattern, have been set up, one in Roxbury and one in West Roxbury, so that the paving division now has seven in operation; important improvements in screens, to secure the different sizes of stone required for street work, have been made. Improvements in the two stone crushers in the Brighton district have also been made, saving labor in shovelling stone and otherwise increasing their output. All of the immense quantity of

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cracked stone needed for the work upon the new avenues, as well as the large amount required for the regular work of the division, was turned out by the city's crushers, with the exception of the stone for one section of Blue Hill avenue. Close attention has been given to the matter of allowing only the hardest kind of stone to be put through the crushers, and the best of material for street work has thus been secured. Steam power has been substituted for horses in loading edgestones at the South End yard, securing greater economy and a saving of time.

The extensive work involved in the construction of Cottage Farm bridge has been completed, and a loam speedway seven-eighths of a mile long has been constructed between this bridge and Brighton avenue.

The street-inspection work has been wholly reorganized, and new regulations have been made as to the opening of streets, so that each one can be systematically followed up and the proper replacing of the roadway surface secured. Under the direction of the street department, the West End Street Railway Company has put in a new type of rail, especially suited to an asphalt street, with a flush lip. Over twenty-four miles of track work have been repaved by this company with new blocks, under the inspection of the depart-

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ment, thus securing this large amount of improved roadway service.

SEWER DIVISION.

Through the loan appropriations secured, the sewer division has been enabled during the year to enter upon a number of pieces of important construction, long delayed and urgently needed, and a larger amount of work has been done than ever before in the history of the division, nearly eight hundred men having recently been employed. The connections with the metropolitan sewer system in East Boston and Charlestown are well under way, and will be completed during the coming year, to the great benefit of the residents of these sections. In Dorchester, the auxiliary pumping-station at Lyons street has been completed, and the Shamrock-street and Devon-street outlets have been begun. In South Boston, the D-street, Seventh-street, and Dorr-street outlets have been started, and in Roxbury the Guild-row relief sewer and the extension of the Dorchester-brook main sewer are under way. A beginning has also been made upon the construction of the Canal-street relief sewer, which has been advocated for many years. There are many old sewers in the city, inadequate and unfit for use, which should be replaced by new ones as fast as money can be secured.

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The necessary repairs upon the valuable pumping plant at the main drainage works have been partially made, and provision for completing them must be made during the coming year. The need of an incinerating plant in connection with these works, for disposing of the miscellaneous articles collected at the exit of the sewer, has long been felt, and an order for the construction of a small incinerator has just been given. The new main channel of Stony brook, from the gate-house to the existing channel south of Hogg's bridge, is well under way, and will also be finished during the year.

The sewer division has charge of all natural water-courses and surface water, and this is an extremely complicated and difficult matter to deal with. Some legislation in relation to such water-courses is greatly needed, and will be applied for at this session of the legislature.

The maintenance appropriation of this division is inadequate for keeping the sewerage system in proper condition, and the work of cleaning out catch-basins cannot be done as often as it should be. A machine for this purpose, which has been successfully used in Canada, has been ordered, and will shortly be in operation.

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SANITARY DIVISION.

Both during the last year and the year before, the sanitary division was obliged to expend a considerable amount in excess of its appropriation. In 1895–6 the appropriation was $400,000, and the expenditures about $432,000, while for the year 1896–7 the appropriation is $435,000, and the expenditures will amount to about $475,000. The latter sum, however, is still less than the amount which was expended by the sanitary division for the year 1893–4, and very slightly in excess of its expenses for the years 1892–3 and 1894–5. The increased expenditure of this year over the last seems a large one, but a careful analysis of the accounts of the division shows that the greater cost is more than balanced by increased work performed, and I am satisfied that it has been managed in a careful and economical manner. The simple fact is, that the demands of our citizens in this line of service are rapidly increasing from year to year, and these demands have to be met. House dirt and offal must be removed and disposed of, whatever may be its amount.

The percentage of increase in the expenditures of the division is less than the percentage of increase in the quantity of material to be handled.

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The amount expended for city labor in the removal of ashes has only increased four per cent. over that spent last year, while the number of loads removed has increased eleven per cent., so that the cost per load moved has been materially reduced. The same statement is true as to the removal of offal. A new blacksmith shop has been added to this division, to accommodate the northern districts, and still further economies in this line of work are to be introduced.

This division is in pressing need of an additional dumping scow. In case of an accident to either of the two scows now in use, which occasionally occurs, serious embarrassments result. A tow boat, for the exclusive use of the department, is also desirable. The present wharf facilities are insufficient, and only one boat at a time can now be docked. With further room, the division could repair its own boats, instead of being obliged to send them to East Boston. It seems desirable that some good wharf properties for the use of this division should be secured in East Boston and South Boston. Much of the material collected cannot be used even for filling, and the difficulties of disposing of it otherwise than by taking it to sea are increasing every year.

The time is fast coming when a portion of the

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matter collected will be disposed of by some incinerating process; but even then locations upon the water front will be desirable, for a number of reasons. The cremation of garbage by the reduction process is in successful operation in several cities, under contract arrangements, and has just been started in the city of New York. The revenue from the sale of swill to farmers has fallen off materially during the last year, owing to the low price of pork, and public opinion is likely to demand before long the discontinuance of this method of disposing of garbage. The swill-yard adjacent to the Marcella-street Home has long been a nuisance to that institution during the summer season, and some arrangement for its removal will shortly be made.

STREET-CLEANING DIVISION.

The work of the street-cleaning division has been intelligently and efficiently carried on during the year. With an expenditure substantially the same as that of last year, a larger number of miles of streets have been cleaned, and more loads of dirt have been removed, than ever before. The important work of the patrol or push-cart service, which now employs forty-six men, has been extended and further systematized, and the men now wear uniform caps and badges.

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A special man has been assigned to the duty of keeping clean, after a snow-storm, every crossing in the down-town district.

BRIDGE DIVISION.

The work of the bridge division, which has charge of one hundred and twenty-four bridges of various descriptions, has been handled in a careful manner. Many of these bridges are old, and in such a condition that they require close care and intelligent attention to repairs to keep them in fit condition for use. The method of keeping the repair account has been changed so as to show the cost of each particular job done, which had not been shown heretofore. Duplicates of all wearing parts have been provided for immediate use in case of emergency. A substantial saving has been effected by having lumber delivered in the exact lengths required for use.

FERRIES.

In the ferry division, electric motors are being substituted for tow-horses, with entirely satisfactory results, to assist in pulling heavy teams up the drops, and this will result in substantial saving, as well as improved service. Two ferry-boats which had not been out of the water for a number of years have been hauled out and metalled.

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Electric lighting has been extended, and a number of important minor improvements have been made. Three new drops have been put into position, to replace old ones pronounced by the city engineer to be dangerous, and have been paid for out of the special loan of $500,000 for improved ferry facilities. The ferry-boat "Ben Franklin," built in 1871, is fast reaching the limit of her usefulness, and a new boat to take her place should be contracted for at once; and the ferry-boat "Winthrop," built in 1873, can hardly be expected to do service for many years more.

The question of providing additional ferry facilities, under the provisions of chapter 435 of the acts of 1895, has engaged the attention of the street department and of the committee on ferries of the city council, but no feasible way of providing a ferry landing at a new point on the Boston side, within the money available, seems yet to have been pointed out. It has been suggested by the street department that, in view of the serious difficulties in the way of securing such new landing, it might be wiser to devote the money available to extending and improving the present landings and adding more slips; but the best settlement of this matter, as stated above, would probably be the acquisition of the Revere Beach railway ferry-landing.

STREET WATERING.

The street-watering service has such a bearing upon the comfort and health of the public that it is important to make it as efficient and comprehensive as possible. It is extremely difficult to keep macadam streets, so largely used in the residential sections of the city, so that they are neither dusty nor muddy. Upon windy days in dry weather nothing short of almost continuous watering will prevent the dust from flying in clouds. It is hoped that it will be possible to expend a somewhat larger amount of money during the coming year upon the street-watering service and to make it more efficient.

An electric watering-car has recently been tried by a number of smaller cities in this commonwealth, with results which are pronounced highly satisfactory. There seems to be no reason why such a service should not be successfully introduced in this city, thereby securing at an economical cost the watering of many miles of paved streets which are not touched by the present service. Hydrants for the replenishing of these watering-cars are placed between the street-railway tracks, at intervals of about one-half mile, and the tank can be filled without requiring a longer stoppage than is often necessary for taking

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on passengers. A few months ago, several miles of the West End street-railway track were equipped with hydrants for a test, and a watering-car was operated in a satisfactory manner; but the trial was discontinued owing to doubts entertained by the management of the company as to its right, under its charter, to operate such cars. The arrangement proposed is that a contract for the watering of certain streets should be made between the city and a company controlling these watering-cars, such company then contracting with the street-railway company for the furnishing of current and for track rights. There seems to be no reason why the West End company should not be authorized, at the request of the municipality, to perform its part of this service, and a special act for this purpose will be asked for at the coming session of the legislature. The service should be made a general one. If it had to be paid for out of the general taxes of the city it would probably have to be too limited, and therefore it would seem to be desirable to assess the expense upon the abutters on paved streets so watered.

FRANCHISES IN STREETS.

The only franchise granted to a new company during the past year has been that giving to the Boston Pneumatic Transit Company the right

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to lay and maintain pneumatic tubes in certain streets, for the transmission of mail matter and small articles of merchandise. An executive contract was made in connection with the grant of this franchise, which establishes, for the first time in this city, I believe, the principle of payment for the use of streets by private corporations. Beginning with a smaller return, this company is finally to pay two and one-half per cent. of its annual gross earnings into the treasury of the city. While the amount of revenue to be received in this particular case is a comparatively small one, owing to the somewhat novel character of the enterprise and the commercial uncertainty attending it, a precedent of much importance has been established. Application will be made to this legislature for the passage of some act formally giving to the city government the right to make arrangements of this character exacting a pecuniary return for the grant of rights in the public streets.

STREET CHANGES.

The street commissioners have for some years favored the cutting down of the present grade of Bowdoin street so as to make it a practicable thoroughfare, at least for carriages. This plan was recently brought forward in connection with the completion of the state house

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grounds, but it was found that the requirements of these grounds and their approaches which were deemed by the state house commissioners to be necessary, stood in the way of any adequate lowering of the grade of this street, and also of its widening on the side adjacent to the state house. It is to be regretted that the opportunity of making a valuable thoroughfare, which would be a benefit to the city, thus seems to be shut off. I desire to suggest, as a partial substitute, the reduction of the present grade of Somerset street, between Beacon and Howard streets, to about six feet in one hundred, and the extension of this street to Court street. A practicable route for carriages across Beacon hill by way of Park street would thus be opened. The grade damages ought not to be serious, and such a change of grade would incidentally greatly benefit the new court house. The grade of Ashburton place would have to be somewhat changed at the same time.

A plan has been prepared by the street commissioners, at my request, for extending Swett street from Andrews square, at a width of seventy feet, in the line of Preble, Mercer, and Burnham streets, to East Ninth street. The length of this extension and widening would be about half a mile, and a new and important thoroughfare from

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the South End to South Boston, over which electric cars would doubtless be run, would thus be opened. The section of this extension between East Ninth street and the Old Colony railroad would, if the plan for relocating the Old Colony tracks above mentioned is carried out, connect the end of the Strandway with the present roadbed of the Old Colony, which would then become a parkway.

The street commissioners are ready to widen Canal and Haverhill streets, on the sides next to the old Boston and Maine terminal, to the width of seventy feet, as soon as the transit commission is prepared to allow them to do so, and this important improvement will shortly be made.

STREET LAYING-OUT DEPARTMENT.

The work of mapping out undeveloped territory in the outlying wards of the city, under chapter 323 of the acts of 1891 and amendments thereto, has been carried forward under the direction of the board of street commissioners. During the last year 42 sectional plans (7 in Roxbury, 15 in West Roxbury, 15 in Dorchester and the South Bay, and 5 in Brighton) have been filed in the office of the city engineer, and some 20 additional sections, now in progress, will be ready for filing during the present month.

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The long-promised widening of Clinton street has been completed, and an important improvement has also been made in St. Martin street, Charlestown, by the construction of a much-needed flight of steps. The streets around the new union station — Dorchester avenue, the extension of Summer street, and new Cove street — have also been planned, and the widening of Congress street to 80 feet, from Atlantic avenue to Fort Point channel, has been ordered. Plans for the widening of Tremont street, Brighton, from Oak square to the Newton line, to the width of 70 feet, have been completed, and this desirable improvement should be made as soon as possible.

Under the provisions of chapter 323 of the acts of 1891, the city has the right to borrow not exceeding three million dollars, in excess of sinking funds, for the purpose of constructing new streets and sewers, the cost of which is to be repaid by special assessments upon abutters. The privilege of securing the building of streets and sewers under the provisions of this act has been so largely made use of by the owners of real estate in process of development, that the above limit has now nearly been reached. Bonds to the amount of $3,350,000 have already been issued, and only $150,000 more are now available, and the resources for this year will be far more than exhausted for

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construction work on streets and sewers already ordered and urgently demanded. Application will be made to the legislature for the passage of an act raising the present limit of the amount of money which can be borrowed, with the provision that any excess above such limit shall be expended solely in such a manner that it will be fully repaid by the assessments. As the city will thus merely be lending its credit upon good security, there is no reason why it should not assist in this manner, within any reasonable financial bounds, in the development of taxable property.

CHARLESTOWN BRIDGE.

Good progress has been made upon the first contract, covering the construction of ten masonry piers, on the new bridge to Charlestown, and the city engineer has recently nearly completed the plans for the masonry and approaches on the Charlestown end. The piers now in process of construction should be completed next summer, and it is expected that the bridge will be open by a year from that time. The estimated cost is about $1,250,000, of which $750,000 was appropriated by the city council inside the debt limit, and the remaining $500,000 is to be provided by loan outside of the debt limit, upon

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the requisition of the Boston transit commission. Charlestown street should be widened from the end of the bridge to Haymarket square, to provide an adequate approach; and the necessary expenditure for this purpose can, in the opinion of the corporation counsel, be provided for by the transit commission, under its powers.

CAMBRIDGE BRIDGES.

The legislature of last year passed an act providing, in case of favorable action by the respective city councils of Boston and Cambridge, for the construction of a bridge across the Charles river in the line of Magazine street extended, the expense of its construction, not exceeding $400,000, to be met by loan, issued by both cities outside of the debt limit, each bearing one-half of the cost. I have declined to take any steps under this act, partly because of a general objection to further loans for purposes of this character outside of the debt limit, and partly because it seemed to me that, although there might be occasion for the building of such a bridge, this city would derive no such benefit from it as to make it just for it to bear half of the expense. A bridge at this point would be used mainly for the purpose of a county thoroughfare, and the two counties most concerned should

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case and the large amount of money involved, a very careful study of all matters bearing upon it is being made, and special counsel and experts have been retained for the protection of the interests of the city.

Basin 5 was taken from the city by the metropolitan water board just one year ago. The total expenditures of the city upon this work, amounting to $1,118,975.74, have now been repaid by the state.

Under the provisions of chapter 488 of the acts of 1895, surplus income from water rates, in excess of interest and sinking-fund requirements and maintenance expenses, now goes into the general cash balance of the city treasury. At the beginning of the current financial year the sum so received amounted to $109,036.68. Of this amount $74,000 was appropriated by the city council, in the month of November, to meet certain liabilities incurred by the school committee in excess of its appropriation, which the city is by law obliged to pay; and the auditor and myself were obliged to transfer the balance of this sum to meet bills for repairs in school buildings, also incurred in excess of the appropriation therefor.

It has been thought advisable to restore the charges formerly made by the water department against other departments for water used by them,

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so as to credit the water department, as a separate account, with the full revenues to which it is entitled. As these charges were not included in making the appropriations for the departments, transfers to some department appropriations will have to be made to provide for meeting them.

The water department has been managed in a careful and economical manner, and many desirable improvements in business methods have been introduced. The maintenance appropriation is $50,000 less than that of last year, but it will not be exceeded.

FIRE DEPARTMENT.

During the year a committee of the city council visited a number of the large cities of the middle west to investigate the use of pipe-lines, running from the water front, for fire-extinguishing purposes. Provision has now been made by the city council for constructing, in the down-town district, about a mile and a half of pipe-line, enabling the fire-boat to throw salt water upon fires, the establishment of which service the fire commissioner has for some time strongly recommended. A contract for a new fire-boat, of such light draught that she will be able to reach a large stretch of water front which the

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present fire-boat cannot reach, will very shortly be placed. After careful inquiry into the subject, the fire commissioner has, with my approval, given an order for a powerful self-propelling fire-engine, throwing a very much larger stream of water than ordinary fire-engines, to respond to second alarms, especially in the down-town district, and this will be in service within a month or two. Engines of this type have been greatly improved within recent years, and seem to offer important advantages, if they are found adapted to our conditions in this city. The fire-alarm branch has been thoroughly investigated, and a number of desirable improvements have been introduced.

The city has been fortunate in not having had any very serious conflagration during the year. The total losses by fire within its limits for the first nine months of the current financial year amounted to $1,006,766, of which sum $440,877 represented losses on buildings and $565,889 losses on their contents. It should be gratifying to our citizens to know that Boston now stands high up among the large cities of this country in the smallness of the percentage of fire losses relative to the total valuation of property.

The system of allowing each member of the fire department one day in eight off duty, the adoption of which was made possible by a special

appropriation made by the city council, has been put into effect, and is working successfully.

HARBOR IMPROVEMENT.

During the past year the commercial organizations of Boston have been actively interested in securing an adequate appropriation from Congress for making the improvements in our harbor necessary to adapt it to the requirements of modern steamships. It is gratifying to be able to state that provision has been made for securing, during the coming spring and summer, an accurate survey of the present channel from Broad sound, showing just what work is required to make it suited to accommodate the largest vessels; and the war department has just issued an advertisement inviting contractors to submit bids for the whole work, on a continuing contract, of deepening the present ship channel to twenty-seven feet at low tide, and widening it to one thousand feet. Boston harbor will thus be provided, within a few years, with a channel safe and sufficient for the largest vessels, to be supplemented later by an additional channel direct from Broad sound.

The commonwealth has also shown its interest in the improvement of our harbor by appropriating the sum of $150,000, to be spent by the

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board of harbor and land commissioners in dredging inside of the termination of the main ship channel. A large part of this work has already been completed, and the balance will be finished by next summer. The work of adapting Boston harbor in all respects to the requirements of modern commerce is one of such importance to the whole state, that it would, in my opinion, be desirable for the commonwealth to extend the liberal policy initiated by this appropriation, and to provide any reasonable sums required to supplement the improvements now undertaken by the federal government.

HARBOR DEFENCES.

The amount of property in Boston and its suburbs exposed to the attack of ships of war armed with modern long-range guns is so enormous, that, however remote may be the prospects of such attack, some proper harbor defences should be provided, if only by way of insurance against possible dangers. Fortunately our harbor is capable of being almost absolutely protected by batteries of modern guns, located at suitable points upon the headlands and islands. A complete and comprehensive scheme for the fortification of the harbor was prepared by the war department some time since, and within the

present year guns will be placed in position upon several of the most important points, affording a strong line of defence. In addition to the sixteen mortars which have for some time been in place and under garrison at Winthrop Highlands, three ten-inch guns have just arrived at Fort Warren and are ready to be mounted; during the coming year five ten-inch guns, for which the platforms are already substantially finished, will be in position on Long island head, and it is also expected that a battery of eight mortars will be erected either on Deer island or on Peddock's island.

Four years ago the secretary of war addressed a communication to the mayor of Boston, asking the city to give to the general government certain locations for batteries upon Deer island, containing about thirty acres. No action was taken upon this communication, and a renewed application to the same effect has just been addressed to me on behalf of the war department. These locations would be taken from the city only as required for the work of fortification; and only one tract, containing about fifteen acres, to be used for a mortar battery, would be required at present. As the government has a right to take land for fortifications by eminent domain, the only question is whether the city will transfer the title without payment. It is

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urged on behalf of the war department that the transfer of the use of Castle island to the city should be considered as an offset to the transfer of these battery sites. It should certainly be gratifying to our citizens to feel that they will not be left much longer absolutely without defence against a naval attack, and I recommend the surrender of the locations requested, without asking for compensation.

FINANCIAL POLICIES.

It is of great importance, in order that work may be intelligently laid out and planned, that the general loan orders should be passed earlier in the municipal year than has generally been the practice. Last year the first general loan order was not passed until the month of July. The important work of the street department can only be prosecuted to advantage when financial calculations can be made in advance, and I trust that the city council will take up this important matter early in the year, and authorize at least the greater part of the loans which the city is to issue.

One of the great difficulties now met with in the proper management of our municipal finances is that of obtaining the passage by the city council, at the proper time, of loan appropriations for purposes benefiting the city as a whole, and not of special

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interest to any particular locality. The pressure for loan appropriations for local improvements, many of them desirable and important ones, is so great, that it is only with much difficulty and considerable uncertainty that such appropriations for necessary general purposes can be obtained. The general necessities of the city should always be given precedence over purely local wants; but at the present time it is always difficult, and sometimes impossible, to accomplish this result. The requirement of a two-thirds vote of all the members of each branch of the city council in order to pass a loan, makes it very difficult to obtain loan appropriations for urgent general purposes.

While the borrowing of money directly for current expenditures has been stopped, a financial practice has prevailed to some extent in this city which has indirectly involved the same violation of the principles of sound finance. It is obvious that if money is borrowed for the term of twenty years, and expended upon a work of construction which will only last ten years, and will have to be renewed at the end of that time, the power of borrowing is indirectly used to meet current demands. For example, if the sum of $100,000 is borrowed this year, for a term of twenty years, for the reconstruction of street surfaces which will have to be renewed at the end of ten years,

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out of the proceeds of another twenty-year loan, the city will still owe, when the first loan is paid off at maturity, the half of the second loan not covered by the sinking fund provided for its redemption. Thus after the street surface has been renewed for the third time, the city will still be paying, for the further period of ten years, a part of the expense of the second renewal.

The only legitimate purpose of a loan is to distribute over a term of years the cost of some construction which will last at least for the same period, or of some work which has to be done only once during such period. Sufficient attention does not seem to have been paid in the past to this essential principle of sound municipal finance. In order to conform to this principle, the term of the loan passed last year providing for the street department ward improvement appropriation was reduced from twenty years to ten. It would be advisable to have some official estimate made by the city engineer of the probable life of every separate piece of construction work provided for by loan, and to have the term of the loan limited to this period; while there are some complications in the way of following this procedure in the case of every item in a loan appropriation, I shall endeavor to inaugurate such a system.

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During the past year the idea of materially shortening the term of any additional loans outside of the debt limit, in order to avoid further mortgaging of the resources of the city for a long term of years, was presented by me in connection with the financial provisions for meeting the expenses imposed upon the city for making the street changes required in the neighborhood of the new southern union station. Under the act providing for this station the bonds issued to provide the means to meet the portion of the expense borne by the city cannot run for a longer term than five years. In this manner the expense of securing this great improvement, the whole of which will directly or indirectly come back to the city, is distributed over the next few years, and there will be no permanent increase on this account in the indebtedness of the city outside of the debt limit. I believe that the example thus set should be followed in the case of any other loans which it may in the future be found necessary to issue outside of the debt limit, for improvements which are not expected to bring in a direct revenue to meet their cost.

In view of the fact that the securities held in the sinking funds now consist wholly of the bonds of the city itself, it would tend to simplify our debt statements, and would show more truly the financial position of the city, if all of our bonds so held

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could be cancelled, making the gross debt and the net debt the same. A bill for accomplishing this object has been prepared by the corporation counsel, and the practicability and desirability of making this change, or otherwise altering the present sinking-fund system, has been referred to the Merchants' Municipal Committee.

If the valuation of our taxable property continues to increase at the same ratio as it has for the last few years, the city will be able at the end of five years to raise annually, under the $9 tax limit, some $1,200,000 more than at present. I believe that we should adopt the financial policy of trying to keep the expenditures of most of the departments as nearly at their present figure as possible, in order that the greater part of this increase in current revenue may be given to the street department, where it is most urgently needed, and will be productive of the greatest public benefits.

At present there is no central supervision of the methods of accounting and book-keeping in use by the different departments of the city, nor is there any regular examination of accounts for the purpose of verification, except the annual examination of the accounts of the treasurer and collector made under the direction of the city council. I believe that the auditor should be

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given the additional duty of supervising the keeping of all the books and accounts of the city, and causing them to be examined and verified at least as often as once a year. In short, the auditing department should be made a central accounting office, with comprehensive powers and duties.

WEST END STREET RAILWAY.

The uninterrupted operation of the West End Street Railway system is a matter of vital importance to the public, and they are therefore interested in having the relations between this great corporation and its employees placed upon a stable and satisfactory basis. It seems to me that such stability can best be secured by the recognition, by the management of the company, of any labor organization, properly organized and conducted, of which the great mass of its employees become members, and by the renewal of some such agreement as was formerly in force between the company and its employees, defining the conditions of employment, and providing for the redress of cases of injustice to individuals.

MOUNT HOPE CEMETERY.

During the last year a much-needed loan appropriation, amounting to $10,000, was made for the improvement of Mt. Hope cemetery, and a

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further and larger sum should be provided for this purpose during the coming year. For business reasons, if for no others, this cemetery should be reasonably equipped, to compete, in the attractions offered, with private cemeteries. I am satisfied that the investment of a further reasonable sum of money in this cemetery will bring a considerable return to the city. The want of a chapel is now greatly felt, and this at least should be provided as soon as possible. Under the present board of trustees the cemetery has been carefully and conscientiously managed, and good results have been secured. It would in my opinion be very desirable to place this board upon a more stable basis than is possible under the present annual appointment of all its members.

PUBLIC LAVATORIES.

Boston is very deficient in respect to the provision of public lavatories, and it is highly important that steps should be taken as soon as possible to meet the wants of the people in this direction. In London, and in some of the cities of continental Europe, underground lavatories, placed at points where there is the greatest confluence of travel, have been conducted with marked success, and by a small charge for the use of some of the privileges furnished have even been made more

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than self-supporting. It was not deemed practicable to make provision for such lavatories in connection with the stations on the line of the subway, and it is necessary that some proper accommodations of this character should be supplied in their immediate vicinity. I recommend an appropriation sufficient to enable one of these underground lavatories to be placed at some suitable point, in order that this plan of construction may receive a practical trial.

A MUNICIPAL LABORATORY.

I believe that the city could, with advantage, establish and maintain, under the board of health, a fully equipped municipal laboratory, for making the tests of various articles necessary to determine whether they conform to the requirements of the laws, and for determining, by chemical analysis, the quality, and freedom from adulteration, of the large amount of food and supplies of all sorts purchased by the city for the use of the various departments. Modern science has placed at our command the means for readily securing exact information as to the composition of almost every article; and the systematic examination and testing, by a single officer, of everything used by the city, together with the making of such official analyses as might seem desirable

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for the protection of our people in their purchases of common articles of consumption or use, would be productive of valuable results. A considerable amount of the work which would come under such a laboratory is already done by or for the city; but it seems to me that there would be important advantages in consolidating and systematizing this work, and affording facilities for its extension.

UNSANITARY TENEMENTS.

The subject of securing the housing of its people in suitable buildings, and preventing the erection or continuance of unsanitary or improper tenements, is one which should engage the attention of every enlightened municipality. A law has recently been enacted by the state of New York which gives the local board of health power to condemn and destroy any unsanitary buildings, leaving the land in the hands of the owner, and giving him compensation only for the value of the buildings. This statutory provision seems to me an important and valuable one, as it enables action to be taken in cases where the expense of condemning both land and buildings would be prohibitory. I shall endeavor to secure the passage of a similar measure at the present session of our legislature.

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RANDIDGE BEQUEST.

During the last year the city treasurer received a bequest of $50,000 under the will of George L. Randidge, the income of which sum is to be used for the purpose of "affording to the children of the poor of the city, of all religious denominations, the pleasure of one or more excursions during the months of July and August in each year." One year's income of this bequest, amounting to the sum of $2,000, will be available next summer, and every effort will be made to expend it in such a manner as to give the greatest amount of enjoyment, in conformity with the beneficent intentions of the donor. I am glad to take this opportunity to express the city's appreciation of this unusual but admirable bequest, and the hope that the worthy example set by Mr. Randidge may be followed by others. The growing recognition of the idea that a municipality can properly engage in efforts to promote the social well-being and enjoyment of its citizens, particularly of children, will be promoted by this gift, and the name of the donor will be perpetuated in kindly remembrance.

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FRANKLIN FUND.

No further steps have been taken during the year in regard to the application of the Franklin fund, now amounting to over $350,000, owing to the doubt which exists as to who are entitled to act as the trustees of the fund at the present time. A petition has been presented to the Probate Court to have this question determined, and the case has just been argued, but it may have to be taken to the Supreme Judicial Court for final determination. The unique and interesting character of this bequest, as well as its substantial amount, makes it of great public interest that it should be applied in general harmony with the purposes of Franklin, and in such a manner as to constitute a worthy monument to his memory.

NEW STATUES.

Early in the year the sum of $10,000, from the income of the Phillips fund, was appropriated upon my recommendation for the execution of a proper statue of Colonel Cass, to take the place of the present unsatisfactory stone figure on the Public Garden. The commission was given by me to a young American sculptor now studying in Paris, who had satisfactorily executed a bust of Dr. Holmes for the public library. In the

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last loan bill I approved an item of $12,100 for the long-postponed statue of General Joseph Warren. The Warren Monument Association of Roxbury, formed many years since for the purpose of securing the erection of this monument, has requested me to postpone for a few months the placing of the commission, in order that the appropriation may be added to, for the purpose of securing a more adequate memorial, by contributions which it is expected to raise from private individuals.

COPLEY SQUARE.

A plan for the improving of Copley square — which, in spite of the diversity in the architecture of the buildings surrounding it, undoubtedly ranks as the finest square in the city — was prepared some time since under a competition instituted by the Boston Society of Architects. A committee of that body has recently brought this matter to my attention; the carrying out of some such plan would immensely benefit the appearance of this square, and would be, from an artistic standpoint, one of the best improvements which the city could make. The expense of such a scheme would not be great, considering the valuable result that would be secured.

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RIFLE RANGE.

Another year has passed without the provision of a rifle range for the use of the militia, as required by law, in spite of the fact that the selection of a suitable site for this purpose has received a good deal of attention at the hands of the board of aldermen. There seem to be very few available tracts of land of the size required and suitably located, and after a good deal of investigation of the subject there seems to be general acquiescence in the conclusion that a suitable tract cannot be secured at a fair price, unless the city is given the right to take the land by right of eminent domain. An application will be made to the legislature for the passage of an act for this purpose.

After careful enquiry into the present accommodations of the two new armories and the need of increasing them, I gave my approval to a loan appropriation of $125,000 for their improvement, after arriving at an understanding with the state armory commissioners as to the manner in which the money should be expended. It seems to me that the interest taken by the members of the militia in their work, and the time and money which they contribute to it, makes it incumbent upon the city to furnish all reasonable accommodations in the armories.

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FREE PUBLIC CONCERTS.

Free public concerts in the open air, which were omitted during the year 1895, were resumed last year. For a total expenditure of $5,000 sixty-eight concerts were given, forty-six on week-day evenings in various parts of the city and twenty-two on Sunday, — eleven of the latter on the Common and eleven at Marine Park. These concerts were satisfactorily given by the contractors, and were largely attended and enjoyed by the public. I believe that a moderate expenditure for this purpose is a wise one, and I recommend a continuance of such concerts during the coming year.

ISLANDS IN HARBOR.

The city already owns most of the islands in the harbor, and it seems to me that there are strong considerations in favor of bringing under public ownership those now in private hands. There are many special municipal purposes for which these islands are likely to be wanted in the future, and it is also important to prevent them from being put to undesirable uses. The city and the federal government together should control all of them.

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CARE OF TREES.

The subject of having more care and attention devoted to the shade trees in the public streets, and of having some special appropriation made for this purpose, has lately been brought before the city government. Such trees take a long time to grow and cannot be replaced, and they should be regarded and cared for as valuable public possessions. The leakage of gas from pipes in the streets has killed some good trees.

PUBLICATION OF ADVERTISEMENTS.

In the revision of the ordinances recently prepared it was provided that every advertisement required should be inserted — without, however, excluding publication in other newspapers — in the newspaper in which the proceedings of the city council are reported. In harmony with this provision, an executive order has been issued to heads of departments that every advertisement given out by them shall be published in like manner. It seems to me that it should prove a decided convenience to persons doing business with the city to know that they can find in the columns of a single newspaper every official municipal announcement, while any advertisement may be given as wide publicity as may seem necessary by inserting it in other newspapers.

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FANEUIL HALL.

The historical associations of Faneuil hall make it one of the most valued possessions of the city, and require that it should be protected in every possible way against the danger of destruction by fire. The occasional use of stoves for cooking inside the building, which was formerly allowed, has been discontinued; but nothing short of considerable reconstruction of the inside, with fire-proof materials, will afford the requisite protection. The armory of the Ancient and Honorable Artillery Company in the upper story of the building, containing valuable relics, is peculiarly exposed to danger from fire, and a committee has been appointed by this body to urge the necessity of fire-proofing. I recommend that an appropriation sufficient for the purpose be made as soon as possible.

WARD-ROOMS.

Some of the ward-rooms owned or leased by the city are entirely inadequate in their accommodations. I believe that every ward in the city should be provided with an adequate and proper ward-room for the holding of caucuses and other public meetings, and I recommend a sufficient appropriation this year to enable at least the worst deficiencies in this direction to be remedied.

STATE LEGISLATION.

At the last session of the legislature there were passed forty special acts affecting Boston. One of the most important duties of the mayor, while the legislature is in session, is to follow closely all pending measures affecting the city, to advocate those which seem to him proper, and to oppose others. As long as matters which ought, in theory at least, to be left to the local legislative body to deal with are so largely regulated at the state house, the city government should at least make itself heard as often as occasion may require. The new constitution of the state of New York provides that no special measure affecting a city shall be finally passed until after a hearing before the mayor of such city, and the return of the measure either approved or disapproved by him, a two-thirds vote being required to pass it in case of his disapproval. Even without a provision of this character, I believe that the mayor of this city should keep a close watch upon every legislative measure specially affecting its interests.

EXECUTIVE ORGANIZATION.

In view of the fact that executive business cannot now be regulated by ordinance, it seems to me desirable that a code of regulations should be drawn up and put in force by the mayor, prescribing rules for the government of the various executive departments. Such a body of regulations would not only give convenient information to the public as to the prescribed conduct of business by officials of the city, but would also establish a permanent body of rules, which could be added to from time to time, governing the conduct of executive business, in the same manner as the ordinances operate within their sphere. Of course a mayor could only give effect to such a code during his own term of office; but if regulations were found satisfactory in practice, they would doubtless be continued in force by his successors.

A year ago I said that the considerable changes which had been effected in recent years in the organization of the executive branch of the city government had placed the administrative machinery upon such a basis that the securing of its most effective operation was more important than that of securing further organic changes. A year's experience has decidedly confirmed me in this opinion. The executive organization of the city of

Boston is to-day, upon the whole, an admirable one; and it is the fault of men, rather than of systems, if it fails to produce good results. The changes effected by the provisions of the charter amendment act of 1895 have been entirely satisfactory in their operation. The substitution of single commissioners for boards at the head of the water, fire, and institutions departments has, in my opinion, resulted in the expected advantages.

In exercising the power of appointing heads of departments, vested in the office of mayor, I have endeavored to fulfil my promise "not only to maintain, but to advance, the existing standard of capacity and efficiency." I trust that I may, without overstepping the bounds of due modesty, express the satisfaction which I feel in the body of men, taken as a whole, appointed by me to official positions. I am glad to take this occasion to recognize the fidelity, zeal, and intelligence with which they have performed their respective duties, many of them of a difficult character. The success or failure of every municipal administration, at least so far as the performance of routine duty is concerned, must depend not upon the mayor, but upon the officials under him. The city is also fortunate in enjoying the services, in many important positions, of old officials of ripe experience and large abilities.

Gentlemen of the City Council:

The people of Boston, which is so fast assuming the character of a great metropolitan centre, have intrusted to us interests of vital importance to their welfare. We cannot appreciate too fully the magnitude of this trust, or coöperate too zealously in meeting its obligations. The conditions of the cities of the old world are different from ours. We are engaged in working out the problem of governing a great community under a voting franchise based upon universal suffrage. It is our privilege to show the world that the free institutions of America — even when submitted to the crucial test of municipal government — are capable of producing results not inferior to the best that can anywhere be obtained. It should be our honorable ambition to attempt to place our beloved city at the head of American municipalities, in all that is worthy and of good report.

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